

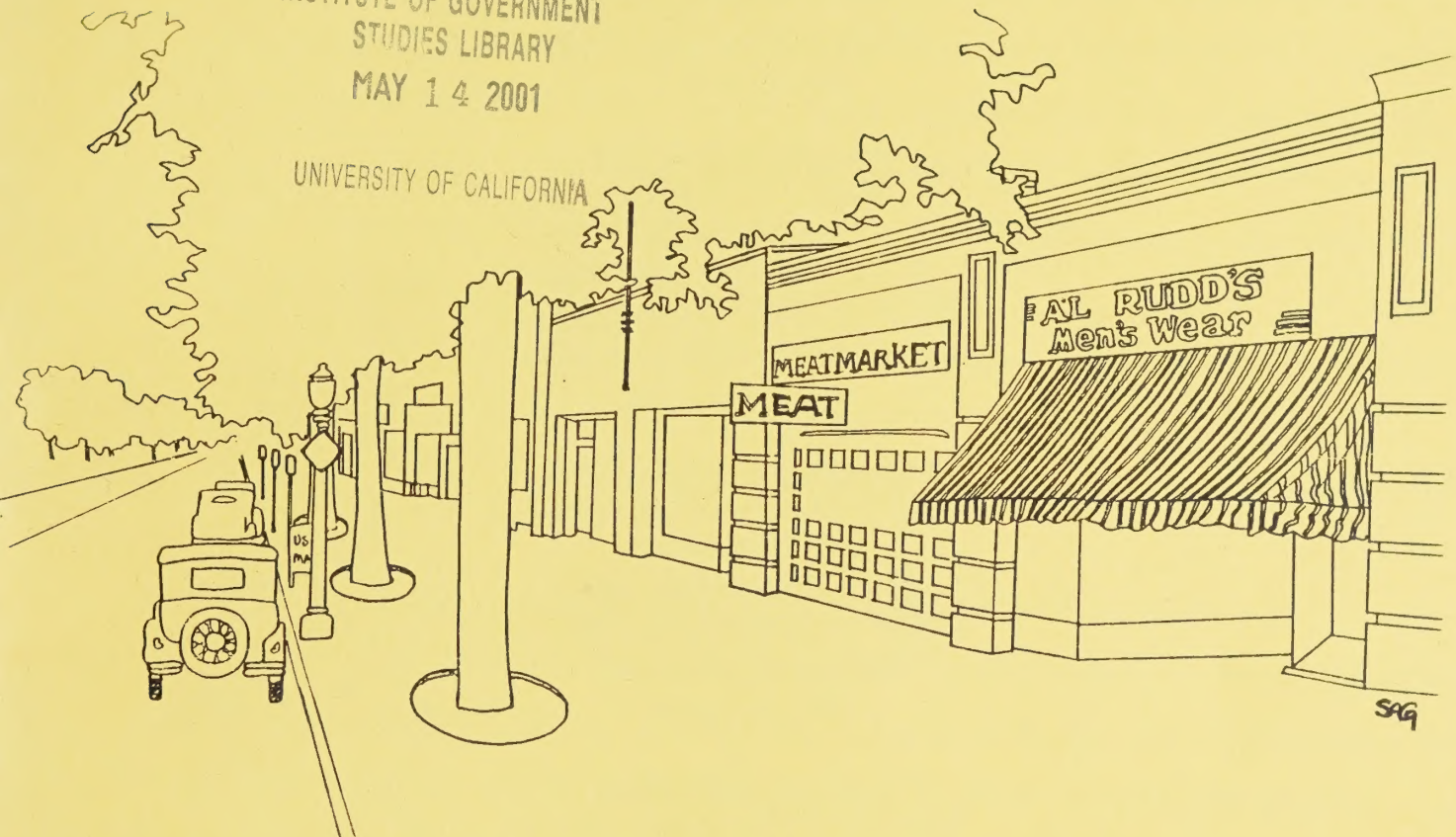
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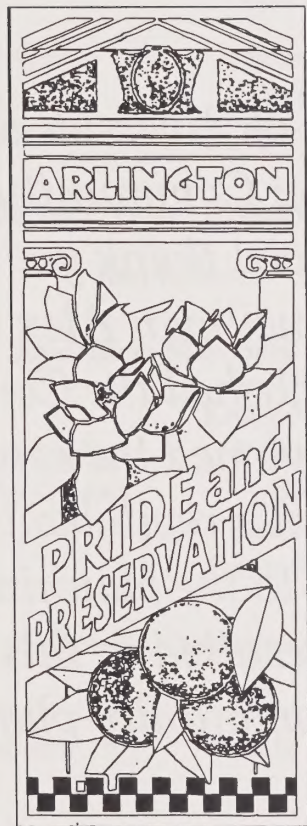
*I know a village fair,
Far from the city's snare.
Far from its strife;
Far from its woes and ills,
Its cares and noise and frills.
The Birds sing joyous trills;
Here is real life.*

*This village, Arlington,
Is just the only one,
In which to live.
To you she'll give the shade,
Of trees which God hath made,
And flowers which never fade,
to you doth give.*

*I love your streets and walks,
And fields and waving stalks.
Oh, Arlington!
I love your oranges well,
And lemons from the dell,
Yea, I shall always tell,
Oh, Arlington.*

*Then let our songs abound,
Through all the country round,
Come ev'ry one.
You'd find life's sweetest rest;
Build here you future nest,
Here, where the climate's best,
In Arlington.*

ARLINGTON COMMUNITY PLAN



RIVERSIDE CITY PLANNING DEPARTMENT
JANUARY 9, 2001

A Special Thank You

The City of Riverside staff and the Arlington Community Committee offer a special thank you to former City Councilman Alex Clifford, who established the Committee, championed the cause of Arlington's revitalization, and gave life to the planning effort that resulted in this new community plan.

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EXECUTIVE SUMMARY

1. A VISION FOR ARLINGTON

This community plan establishes a “vision” for the community of Arlington and provides a framework and implementation program to realize that vision. The following is the Arlington Community Plan vision:

It is the vision of this community plan to restore, strengthen, and maintain Arlington’s unique character as a community of primarily single family homes centered around a dense, pedestrian oriented commercial, institutional and cultural center reflective of the Community’s heritage.

2. AREAS ADDRESSED IN THE PLAN

Through its vision, this community plan establishes the basis for change in Arlington. The plan does not address every area of Arlington but, rather, concentrates on specific areas of the community that are vital to Arlington’s potential for a successful future. Areas not addressed in this plan are covered in the City’s General Plan. The following summarizes the areas addressed in this plan, the issues identified, and the approaches recommended.

- **Magnolia/Van Buren Corridors:** The heart of the Magnolia/Van Buren Corridors is the original “Arlington Village,” a traditional downtown that gives Arlington its character and identity. Radiating out from the Village are four “portal” areas, West Magnolia, East Magnolia, North Van Buren, and South Van Buren. The concerns in these areas relate to restoring and maintaining Arlington’s sense of place, while aggressively pursuing its economic revitalization. This study addresses these concerns by establishing design guidelines for private properties and streetscapes to help assure development and redevelopment conform to the basic character that makes Arlington unique.
- **Economic Revitalization:** The plan includes an economic revitalization chapter to organize the restoration of Arlington as a vital commercial area. This chapter concludes Arlington has the potential to be a vital commercial area, based primarily upon a combination of goods and services that are unique, and therefore draw from a large area (antiques, restaurants, specialty music, etc.) and those that are aimed at the daily needs of residents and area workers (pharmaceuticals, personal services, groceries, etc.). To realize its potential, Arlington’s business community needs to organize itself and work cooperatively with government.
- **Indiana Avenue Corridor:** The Indiana Avenue Corridor is made up of the properties on the north side of Indiana Avenue between Harrison Street and Van Buren Boulevard, and on the north and south sides of the street from Van Buren Boulevard to Gibson Street. The

concerns in this area relate to the feasibility of these residential size properties to successfully transition to office/industrial uses. The plan creates unique development standards that allow smaller lots, shallower setbacks, and reduced right-of-way.

- **Large Residential Lots:** South of Magnolia Avenue, east and west of Van Buren Boulevard, are areas of extraordinarily deep, relatively narrow lots. This study examines these areas to determine if there are feasible ways to add new infill housing. Consideration is given to infill subdivisions and flag lots. The plan recommends Arlington concentrate more upon property maintenance than upon efforts to resubdivide existing lots.
- **Implementation Action Plan:** Most of the chapters include recommendations that address the issues raised. The implementation action plan sets a framework for organizing the implementation of these recommendations. It has five parts as follows:
 - a. **Implement the Design Guidelines and Land Use Recommendations:** To realize the vision for Arlington, it is essential that the regulations and guidelines are in place to shape the improvements to come. A community's quality of life is preserved or lost *one property at a time*. Every time a building permit is issued in Arlington, the community either comes one step closer to realizing its dream or one step further away from that dream. The first step toward implementing the Arlington Community Plan is to apply consistently to all development and redevelopment proposals.
 - b. **Create a Business Improvement District:** Redevelopment alone will not rescue Arlington's ailing commercial district. Another important component is an organized business community with a vision. A BID would generate further funds for improvements throughout Arlington's business district. A BID can also be an important catalyst in focusing the energies of the business community toward implementing the recommendations of Kennedy Smith's economic study.
 - c. **Focus Redevelopment Funds on the Village of Arlington Area:** Now that Arlington's Redevelopment Area has been expanded, it is important that priorities be set for the use of the resulting funds. While there will be many competing uses for this money, the revitalization of the Village area needs to be strongly emphasized. The Village is the core of Arlington's heritage and image. Redevelopment successes here will have significant "multiplier effects" that will be high-profile and that will encourage spending of private dollars, both in the Village and elsewhere in Arlington.
 - d. **Form an Implementation Task Force:** It is not unusual for good plans to sit on the shelf after adoption. To avoid this in Arlington, the City Council should form an implementation task force of individuals fully supportive of the Arlington Community Plan and dedicated to its implementation. This would not necessarily be the same as the existing Arlington Community Committee but the existing Committee would, undoubtedly, be a source of members.

- e. **Implement Small Project Immediately:** To get the energy going in Arlington, the community should choose a relatively small, but visible project to show that it is *doing something*. Examples would include entry signing, the Magnolia/Van Buren intersection improvements, colorful banners, tree plantings, a facade paint-up-fix-up program, and the like.

The reader who does not have the time to read the whole study but wishes to gain a further understanding of its purposes and directions can best accomplish this by reading Chapters 4 through 7 and the conclusions and recommendations at the end of all chapters.

CHAPTER 1

INTRODUCTION AND BACKGROUND

1. PLAN BACKGROUND

The Arlington Community is centered around the intersection of Magnolia Avenue and Van Buren Boulevard and is made up of the Arlington and Arlington South neighborhoods (see Figure 1). Arlington is a distinct community with roots going back to 1868. The first planning study that focused on Arlington was prepared by Owen Menard & Associates in 1977. This effort evolved during an eight month period and became the first *Arlington Community Plan*. When the General Plan was updated in 1994, the goals and policies of the 1977 Arlington Community Plan were incorporated into the General Plan. This document is an update to and replacement for the 1977 plan.

The first step toward creating a new community plan occurred in October 1992 when the City Council appointed a community committee for the purpose of meeting and discussing Arlington's land use, urban design and redevelopment issues. Under the leadership of Councilman Alex Clifford, the initial goal of the Arlington Community Committee was to identify and formulate alternative solutions to significant community issues. The Committee's work led to the Arlington Community Study which addressed issues related to the Magnolia/Van Buren corridors, Indiana Avenue, and the many large, underutilized lots in Arlington. As this study was going through the approval process, it was the consensus of the Committee that it should be modified as necessary to allow it to become Arlington's new Community Plan. The City Council subsequently endorsed this idea and directed the staff to make the necessary changes to the Arlington Community Study. This document is the evolutionary result of the City Council's directive.

This plan addresses the following:

Community-Wide Goals, Objectives and Policies: The basic foundation of the Arlington Community Plan is the goals, objectives, and policies applicable to the entire Arlington community. These guidelines define the vision for the overall community and provide a foundation for all future decision-making. By applying this plan to development related decisions, it should be possible to provide for rehabilitation, change, and growth in character with the essence of the Arlington community.

Magnolia Ave/Van Buren Blvd Corridor Development/Revitalization Guidelines: The Magnolia Avenue corridor runs between Harrison and Jackson Streets. Development is characterized by a mixture of small commercial and office uses. The area includes the historic downtown core, what is referred to in this report as "Arlington Village" and the Riverside General Hospital property. It is considered one of the most significant areas within the community in need of attention and

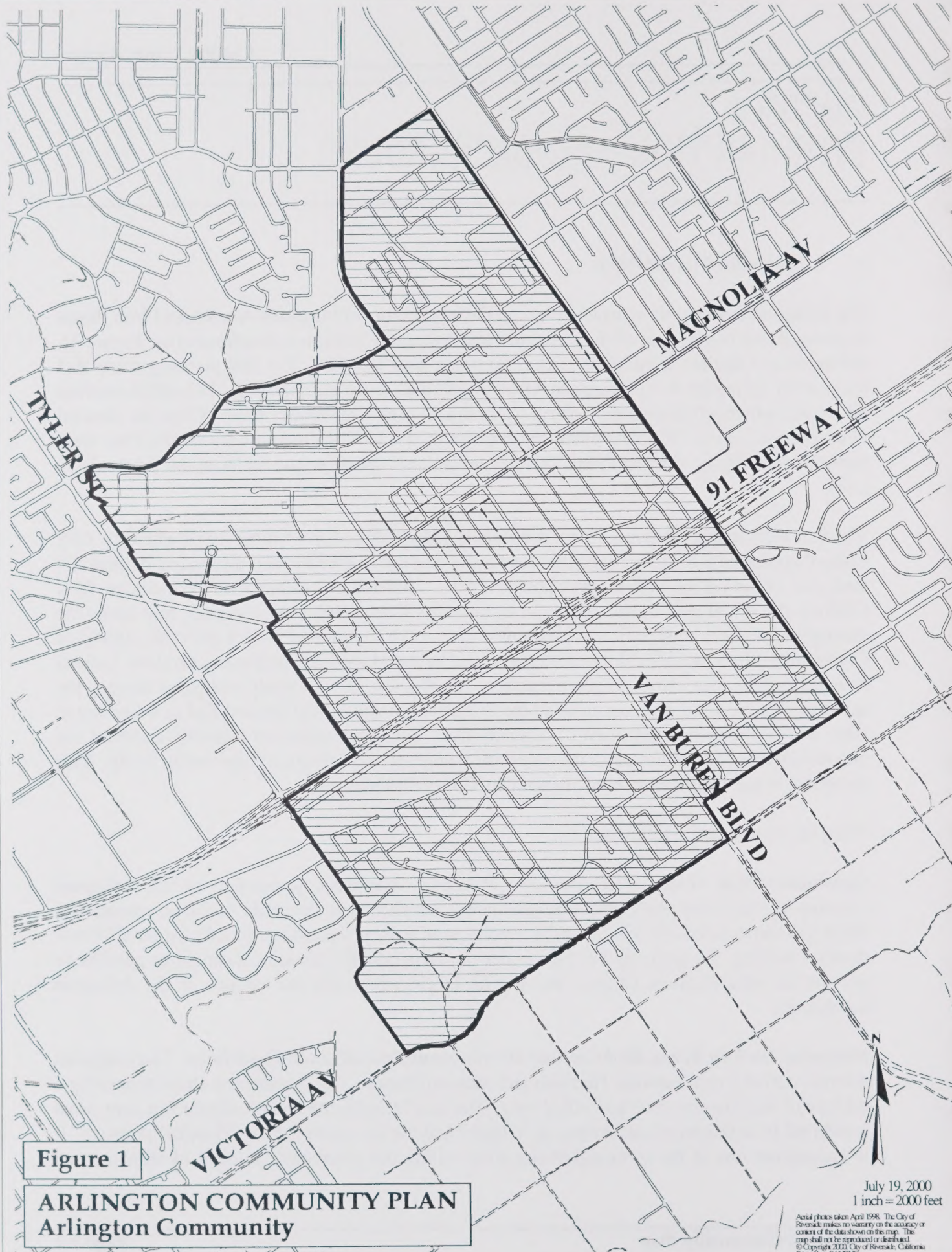


Figure 1

ARLINGTON COMMUNITY PLAN
Arlington Community

July 19, 2000
1 inch = 2000 feet

Aerial photos taken April 1998. The City of
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direction. The Van Buren Boulevard corridor extends between California Avenue and the Riverside 91 Freeway and includes the Arlington Park “focal point.” This section of Van Buren Boulevard is a heavily traveled major arterial that is scheduled for widening from four to five lanes in 1998-99. This part of the plan examines the Van Buren widening and makes recommendations to minimize its impacts on the cohesiveness of the community. It also reviews the planned width of Magnolia Avenue and makes recommendations to maintain a street width and character appropriate to the scale and character of Arlington. In addition, it includes private property design guidelines to preserve and restore Arlington’s essential character. To establish a business foundation for Arlington’s commercial revitalization, it includes an analysis of business conditions and establishes an economic revitalization strategy to restore the viability of Arlington’s commercial district.

Economic Considerations: Complimenting the Magnolia/Van Buren corridor part of the plan is an examination of Arlington’s economic strengths, weaknesses, and potential.

Indiana Avenue Corridor Development Guidelines: This area includes the north side of Indiana Avenue from Van Buren Boulevard to Harrison Street and the north and south sides of Indiana Avenue from Van Buren Boulevard to Gibson Street. Developed properties consist primarily of older single family dwellings on small lots. About half the properties are vacant, including some relatively large parcels on the north and south sides of the street west of Van Buren Boulevard. Many parcels are too small and shallow to be developed with industrial uses as envisioned in the General Plan. The area is also subject to high noise levels from the Riverside Freeway and the Atchison, Topeka and Santa Fe Railroad. The part of the plan includes an analysis of these issues and suggests land development standards suited to the unique property configurations of the Indiana Avenue Corridor.

Large Residential Lot Development Guidelines: This part of the plan addresses several neighborhoods located south of Magnolia Avenue, east and west of Van Buren Boulevard. These areas are occupied primarily by older residences that once supported a combination of agricultural and residential uses. Over time, the agricultural aspect of these properties has diminished, leaving houses situated on oversized lots. The extra land around these houses can be a problem, in terms of weed control and accumulations of abandoned and stored materials. It is also seen by many as an underdeveloped area that should be further subdivided into additional residential lots. This section of the plan analyzes these large lot areas and offers several alternative approaches to their further development.

2. PURPOSE AND SCOPE OF PLAN

Arlington faces many challenges, both from the changes that have occurred in the past and from changes that will occur in the future. It is the purpose of this plan to accomplish the following with regard to Arlington’s future:

- ***Establish a vision and policy framework*** for development and redevelopment decisions with an emphasis on Arlington’s historic roots.
- ***Develop viable solutions*** for identified issues.

- *Prevent the homogenization* that can occur through incremental uncoordinated design and development decisions.
- *Serve as a catalyst* for projects that strengthen Arlington's identity as a unique and distinct community.
- *Establish an action strategy* for accomplishing the recommendations of this plan.

3. TECHNICAL APPENDICES

In the course of preparing this plan, detailed work was done such topics as existing conditions and issues, economics, character defining elements, and the like. To keep the length and complexity of this plan to a reasonable level, this more detailed information has been assembled into a separate document entitled "ARLINGTON COMMUNITY PLAN TECHNICAL APPENDICES."

4. A THUMBNAIL SKETCH OF ARLINGTON'S HISTORY

To best understand the Arlington of today, it is helpful to understand its historic roots. Like many contemporary California communities, Arlington's beginnings can be traced to speculators looking to profit from the California land boom of the late 19th Century. The seed that eventually grew into the community of Arlington was planted in 1868 when Benjamin Hartshorn, purchased 1,860 acres of government land about a mile south of the site what would later become Riverside. Known as the "Hartshorn Tract," this land purchase was anchored on the north by an east-west government survey line that is now the location of Arlington Avenue. From there it extended southwesterly toward Corona.

In 1874, Hartshorn sold this land to another speculator, W.T. Sayward, who resold half of this acreage to Samuel Cary Evans. Sayward and Evans further partnered with a mining syndicate having interests in land around the Home Gardens area to expand and strengthen their land holdings. These speculators knew, however, that their new purchase would be of little development value without water and so they looked to the new colony of Riverside to the north as a possible source. They secured this source in a partnership with Colony businessman James Felton with whom they formed the Riverside Land and Irrigating Company.

With water rights secured, the RL&I set about the task of creating a community. Among the first tasks was to draw a map and give the community a name. Some favored simply extending the name "Riverside" to the area. Others wanted a unique name, however, and on the 1876 RL&I map, the planned town center, at what is now Van Buren Boulevard and Magnolia Avenue, was penned with the name "Sayward." When this land was further subdivided in 1881, "Sayward" was dropped and "Village of Arlington" appeared in its place.

Through most of its history, Arlington has been identified as centering on the intersection of Magnolia Avenue and Van Buren Boulevard. This was not always true, however. The earliest development occurred more toward Arlington and Magnolia Avenues, and Arlington's initial identity as a place, tended to center around that location. An important landmark that provides a link to these early days is the 1880 Magnolia United Presbyterian (formerly Arlington Presbyterian) Church located on the south side of Magnolia Avenue, just west of Arlington Avenue. As the

Magnolia/Van Buren townsite began to develop, however, references to “Arlington” began to shift toward the Village of Arlington townsite. When the Village of Arlington got its own post office, in 1881, the sense of Arlington as a settlement focused on the Magnolia/Van Buren intersection took on a stronger identity than the Magnolia/Arlington location. As the years passed, the Arlington Village townsite obtained its own library, fire station, park, and Chamber of Commerce branch. Despite all these trappings of cityhood, however, Arlington was never a separate city, and upon Riverside’s incorporation in 1883, Arlington became a part of Riverside’s 52 square miles.

Arlington’s growth as a community occurred primarily in the early part of the 20th century. This is shown clearly in successive maps prepared by the Sanborn Insurance Map Company. Since before the turn of the Century, the Sanborn Insurance Map Company has produced detailed maps of urbanized areas, showing building footprints, occupancies, and construction types. A review of Sanborn maps from the 1900's, 1930's, and 1950's show that most of the substantial commercial buildings that exist in Arlington today date from the World War I era and after. Prior to that, the majority of central Arlington consisted of residences, vacant land and less substantial wood frame commercial buildings. Arlington’s heyday was the 1920's, 1930's, and 1940's. By the 1950's automobile oriented commercial centers began to develop on the fringes of Arlington and elsewhere in the City. Businesses that catered to the daily needs of people, such as clothing stores, markets, dry goods, etc., began to disappear, as shoppers took their business to outlying shopping centers offering convenient parking and multiple opportunities for comparison shopping. Today, Arlington consists largely of specialty businesses having little relationship with each other. Because of this lack of cohesion, persons visiting Arlington tend to go to one business and then leave the area. Strolling and shopping from one store to another has all but disappeared. Yet, the essence of the charm that once made Arlington a vital commercial district remains, waiting to be reawakened with a facelift and a new economic strategy.

CHAPTER 2

VISION, GOALS, and POLICIES

1. VISION

The following is the overall vision, as established in this community plan. It is the root of all the goals, policies, and recommendations in this plan, and it should be used as the foundation for any development and redevelopment related decisions concerning the Arlington Community.

It is the vision of this community plan to restore, strengthen, and maintain Arlington's unique character as a community of primarily single family homes centered around a dense, pedestrian oriented commercial, institutional, and cultural center reflective of the Community's heritage.

2. BASIS FOR THE VISION

Arlington's essential character and roots are primarily found in its history as a small, distinct community of homes surrounded by farms and centered on a pedestrian scale downtown. While, always a part of the City of Riverside, Arlington was originally a settlement, geographically separate from the balance of the City. Today, Arlington has been enveloped in the outward expansion of the surrounding City. Nonetheless, Arlington maintains a distinct quality of its own that help make it a unique place in Riverside. The vision, goals, and policies defined in this plan are intended to help Arlington maintain and strengthen its distinctness, while at the same time allowing for growth and change. In the absence of a clearly defined vision, Arlington's identity will continue to be eroded as franchise business' insert their universal designs and the older buildings that anchor Arlington's roots are replaced with "anywhere U.S.A." development.

3. GOALS AND POLICIES

Goal A-1 *Magnolia/Van Buren Corridor Community Character and Identity:*

Restore, strengthen and maintain the unique community character and identity of Arlington's Magnolia/Van Buren business district.

Policy A-1.1 *Building/Site Preservation:* Arlington's unique character is strongly intertwined with its village-like character, its pre-1950 buildings, and its pedestrian scale.

While the architecture of many of Arlington's older buildings may be unremarkable, these buildings are an irreplaceable link to Arlington's heritage, character, and sense of place.

The preservation/restoration of buildings more than 50 years old, in accordance with the Chapter 4 design guidelines, will be given the highest priority in the development review process.

- Policy A-1.2 **New Development/Remodel Work:** Arlington's identity has already been eroded by newer development and remodels that are at variance from the community's character. To stem (and reverse) this erosion, it is important that new construction and remodeling work follow the design guidelines outlined in Chapter 4.

Rigorously apply the design guidelines of Chapter 4 to new development and remodeling work during the design review process.

- Goal A-2 **Land Use Planning:** *Help maintain Arlington's sense of community through land use planning and zoning that reinforce the community's historic development patterns.*

- Policy A-2.1 **Distribution of Commercial Zoning:** The path of "land use least resistance" on arterial streets tends to be that of strip commercial development. This type of development results from unwise zoning and tends to have the twin flaws of poor aesthetics and traffic congestion. To avoid the problems of strip commercial, commercial uses should be concentrated at major intersections, leaving intermediate areas for other, less intense, uses.

Concentrate commercial zoning around the Magnolia/Van Buren, Magnolia/Harrison, Magnolia/Jackson, Van Buren/California, and Van Buren Indiana intersections. Encourage noncommercial uses in intervening areas.

- Policy A-2.2 **C-L (Limited Commercial) Zone:** The C-L zone is a special zone intended to facilitate the maintenance of the layout and uses typical of an urban retail center. It was specifically created with Arlington in mind and is only applied in Arlington. This zone is appropriate for the entire area designated to be part of Arlington's Village area.

Expand and maintain the C-L zone to all commercially zoned properties in the Arlington Village area.

- Policy A-2.3 **C-3 (General Commercial) Zone:** The C-3 zone is intended for strip commercial

areas with the heaviest of commercial uses, including such aesthetically problematic uses as car sales, major auto repair, auto body and painting. It is not an appropriate zone for Arlington's village-like character, yet there is a considerable amount of it along Magnolia Avenue.

C-3 zoning is inappropriate for any part of the Magnolia/Van Buren corridors in Arlington, and the City will both discourage its further application and initiate actions to roll back existing C-3 zoned areas.

Goal A-3 *Economic Revitalization: Revitalize Arlington's Village and portals through innovative and proactive programs and incentives designed to attract small scale, pedestrian oriented commercial and office uses appropriate to a "village" environment.*

Policy A-3.1 **Implementation of Kennedy Smith Recommendations:** The Kennedy Smith study is incorporated as Chapter 3 in this report.

Aggressively pursue the implementation of the recommendation in Chapter 3.

Policy A-3.2 **Private/Public Partnership:** The success of Arlington's economic revitalization will be dependent upon a strong commitment and partnership between the City and the business community.

Encourage a strong, cooperative working relationship between the City and the Arlington business community through the implementation of the recommendations in Chapter 3.

Policy A-3.3 **Redevelopment Funds:** Fundamental to the "public" part of the public/private partnership referred to above is the Redevelopment Agency. The Arlington redevelopment area was significantly enlarged while this plan was in preparation. While, there will be many demands on the money generated for redevelopment, an important priority should be placed on using available funding to attract the types of businesses that will help revitalize Arlington as an attractive pedestrian oriented center.

Give high priority to the use of redevelopment funds for the purpose of attracting pedestrian oriented uses, such as restaurants, antique shops, and other businesses that will encourage walking traffic throughout the Village area.

Policy A-3.4 **Business Improvement District:** Fundamental to the "private" part of the

public/private partnership is a business improvement district. A BID would help organize Arlington's business community and provide a means for accomplishing projects of mutual economic benefit.

The City will take a leadership role in helping Arlington establish and maintain a business improvement district.

Goal A-4 *Traffic Circulation: Provide for the reasonable flow of traffic while protecting the safety of neighborhoods and the character of the community.*

Policy A-4.1 **Magnolia Avenue:** Magnolia Avenue's unique character is linked to its historic roots as a four-lane, slow speed, double carriageway, with significant space devoted to landscaping and/or pedestrian amenities.

Preserve Magnolia Avenue's historic character as a four-lane 134 feet wide arterial per the street cross-sections in Chapter 4 of this plan.

Policy A-4.2 **Van Buren Boulevard:** Van Buren Boulevard is both a regional traffic carrier and the north/south center point of the community. Without careful Van Buren Boulevard could easily become a divisive barrier down the middle of the Arlington Community. The challenge is to reasonably accommodate regional traffic needs while accommodating a cross-flow

Balance traffic carrying needs with aesthetics, pedestrian/bicycle safety by keeping street as small as possible and applying the street cross-sections illustrated in Chapter 4 of this plan.

Policy A-4.3 **Van Buren/Magnolia Intersection:** The Van Buren/Magnolia intersection is the heart of Arlington. Yet, the large amount and high speed of traffic using Van Buren Boulevard makes this a very uncomfortable space for pedestrians and bicyclists. "Taming" this intersection is key to Arlington's revitalization.

At the Van Buren/Magnolia intersection, keep pedestrian crossing distances as short as possible and include features to slow traffic and give a sense of separation and security for pedestrians (see Chapter 4).

Policy A-4.4 **Grid Street System:** Arlington's grid street system allows multiple paths of travel and, thus, reduces the likelihood one street will receive the majority of traffic accessing a neighborhood. It is important that this grid system be maintained, both as a traffic calming measure and as a neighborhood character preservation measure.

Maintain Arlington's existing grid street system and require new development to extend this system wherever feasible.

- Policy A-4.5 **Neighborhood Traffic Calming:** Cut-through traffic can cause significant disruption to a neighborhood's fabric and sense of security. It is important that through traffic be directed to arterials and that neighborhood streets be used *primarily* for local traffic.

Consistent with the maintenance of Arlington's basic grid system, assure the safety and peace of residential neighborhoods by discouraging cut-through traffic.

- Goal A-5 *Indiana Avenue: Allow for the redevelopment of the land between Gibson Street and Harrison Street from residential to high quality industrial uses.*

- Policy A-5.1 **Transition from Residential to Industrial:** Chapter 5 includes a comprehensive program for encouraging the orderly redevelopment of small residential lots into industrial uses to implement the General Plan.

Encourage the orderly redevelopment of residential properties per the recommendations and standards specified in Chapter 5.

- Goal A-6 *Residential Uses: Conserve Arlington's residential character as a traditional single family neighborhood. Where opportunities exist for further development, guide that development to be in character with Arlington's roots.*

- Policy A-6.1 **Stability of Large Residential Lot Areas:** Chapter 6 addresses the issue of large residential lots in Arlington. At one time these lots were farmed, but today the water source for farming is no longer available. Without a productive use, some of these large lot properties have become unkempt. If these properties could be more productively used, it would be to the benefit of the entire community.

Large lots are a part of Arlington's heritage and the preservation of these areas should be given a high priority. The City should encourage the maintenance of Arlington's large residential lot areas through code enforcement, maintenance incentives, and cleanup programs.

- Policy A-6.2 **Resubdivision of Large Residential Lot Areas:** It was the Community Committee's consensus that, if large lot areas are to be resubdivided, the preferred form is a neo-traditional influenced conventional single family design. Chapter 6 shows how this can be done, but concludes it is not likely to happen due to the

amount of cooperation necessary among multiple property owners. The Committee considered flag lot development, but expressed concern about security, city services, and aesthetics.

If large residential lot areas are to be resubdivided, the preferred form is neo-traditional influenced conventional single family design per the examples in Chapter 6. Where conventional subdivision is not possible, flag lot development may be approved if sensitively designed.

Policy A-6.3 Design of New Residential Development: Many of the newer residential developments in Arlington are not compatible with the character (scale, placement on lot, design, colors, materials, etc.) of the older developments. For Arlington to retain its character, it is important that new residential development compliment and reflect older residential development.

Where possible, require new residences to reflect the character, size, scale, materials, and form of established residences in the vicinity of the new development.

Goal A-7 Landscape Preservation: Place a high priority on preserving Arlington's historic landscape.

Policy A-7-1 On-Site Trees: An important part of what gives Arlington its sense of place is the mature trees that occur on many of its older properties. The preservation of these trees is as important to the maintenance and strengthening of Arlington's character as is the preservation of its older buildings.

Require a comprehensive tree preservation plan whenever a property is proposed for development or redevelopment. The first priority is to preserve mature trees in place. If this is not possible, relocation is the next option. Mature trees should only be destroyed if insignificant, diseased, problematic, or impossible to move.

Policy A-7-2 Mature Street Trees: Street trees give Arlington street a sense of "edge" and "green continuity". While street tree species are often not completely consistent on all streets, there is usually a pattern that prevails and should be preserved. The Park and Recreation Department has comprehensive procedures to assure the preservation of street trees.

Preserve mature street trees in accordance with Park and Recreation Department policies and procedures.

Policy A-7-3 **Street Tree Interplanting:** Along Magnolia Avenue, where palms are the predominant street tree, there is a need for greenery and color closer to eye level. Chapter 4 addresses this matter.

Whenever a project involves street trees, take the opportunity to interplant Crape Myrtles or Honeylocust trees (or similar tree as approved by the Park and Recreation Commission) between existing palms on Magnolia Avenue. Small broad leaf trees may be removed to accommodate these varieties.

CHAPTER 3

ECONOMIC CONSIDERATIONS

1. BACKGROUND

For there to be a successful revitalization of Arlington's commercial districts, there needs to be an economic strategy for strengthening existing businesses and attracting the "right" mix of new businesses. This chapter is largely taken from work done by Kennedy Smith, a consultant specializing in the economic revitalization of traditional downtown areas. Included in this chapter is an analysis of Arlington's strengths and weaknesses, Arlington's potential for economic growth, and a strategy for revitalizing Arlington's economy. It covers an area referred to as the Magnolia/Van Buren Corridor, as illustrated in Figure 2.

The consultant's analysis and conclusions are based upon a variety of data sources. Retail market analysis is not an exact science; it is a tool for making the best possible educated guesses about complex conditions with numerous variables. This report uses numbers, backed up by qualitative information, to highlight characteristics that affect the Arlington commercial district. But, the numbers are not, and cannot be, absolute; they are simply guideposts for making informed choices.

2. ISSUES

There are many issues facing Arlington's business community. The following are some of the more important issues dealt within this chapter:

- **Declining Sales:** Arlington has experienced significant declines in retail sales.
- **Business Methods:** Many of Arlington's business owners do not take a scientific approach to cultivating and keeping their customers.
- **Lack of Organization:** There is no overall organization promoting and strategically planning for Arlington's economic health.
- **Competition:** There is significant competition from nearby commercial areas.
- **Over-Built Commercial:** The City is over built with commercial uses, with the result that areas without a strong competitive advantage are suffering.
- **Poor Appearance:** The Arlington commercial district, while charming in

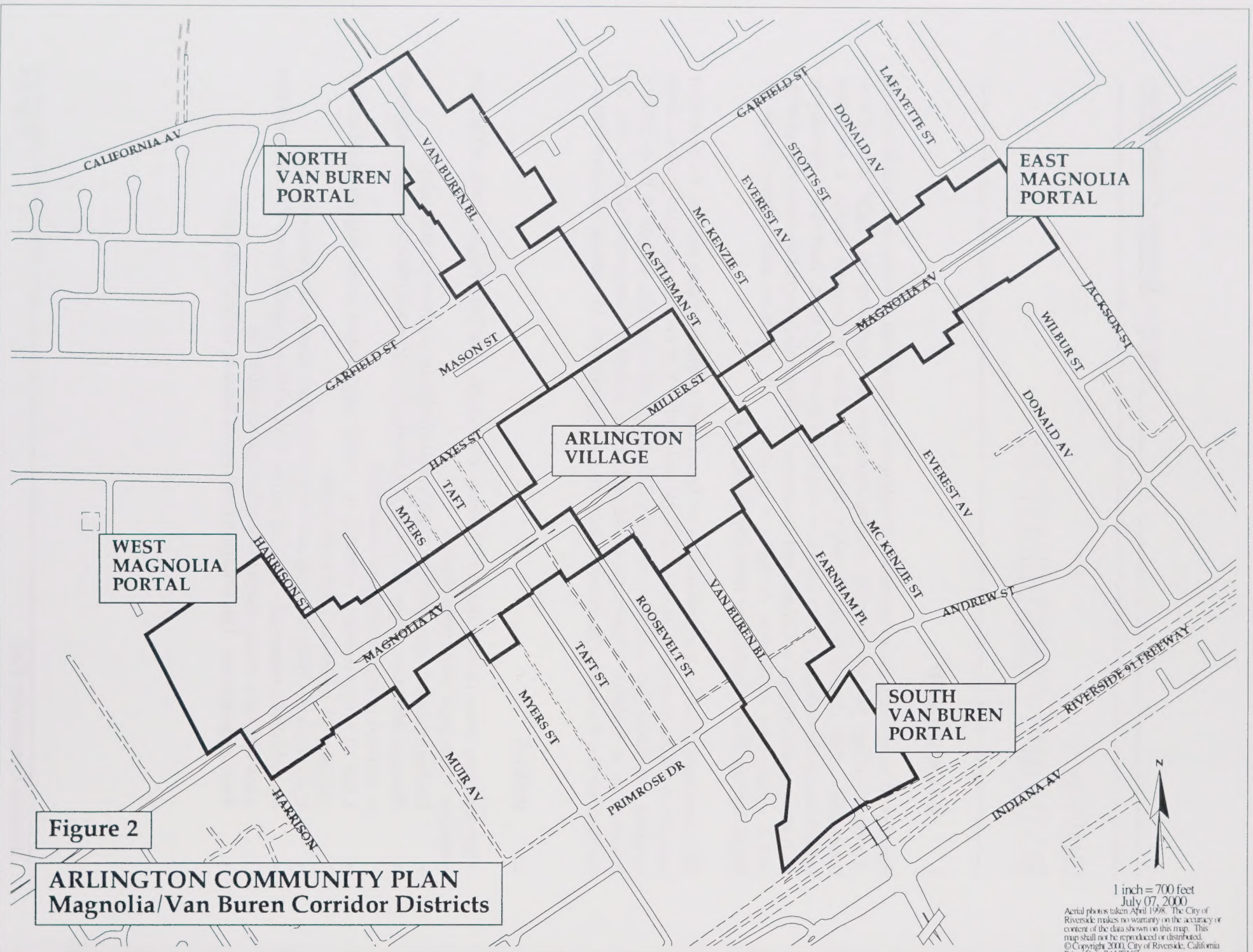


Figure 2

**ARLINGTON COMMUNITY PLAN
Magnolia/Van Buren Corridor Districts**

1 inch = 700 feet
July 07, 2000
Aerial photos taken April 1998. The City of
Riverside makes no warranty on the accuracy or
content of the data shown on this map. This
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- its essential form, suffers from poorly conceived remodelings and poor maintenance.
- **Lack of Pedestrian Amenities:** While there is a considerable amount of space for pedestrians on wide sidewalks in the Village area, other amenities are lacking.

3. THE ECONOMIC ENVIRONMENT FOR RETAILING IN RIVERSIDE

The City of Riverside had a surplus of approximately \$250 million in department-store type merchandise in 1992, meaning that in 1992 the City attracted more retail dollars than its residents alone had the buying power to spend. At first glance, one might think this could be a positive sign, but this sales surplus is eroding, as new commercial centers open both in Riverside and in surrounding communities. Also important to consider is that most of the surplus sales currently *appear* to be going to the Galleria at Tyler, to the commercial complex near the University of California/ Riverside, and to discount superstores and “category killers” on the periphery of the community.¹ It does not appear to be captured by many of the businesses within the City’s traditional commercial districts -- particularly the Downtown, Arlington, and Magnolia Center.

The sales erosion has apparently been building for almost a decade. In its 1991 analysis of market demand and property valuation of the old and new County General Hospital sites, Williams-Kuebelbeck & Associates, Inc. and Pacific Associates Planners Architects, Inc. concluded that, even at that point, the City of Riverside was losing the retail dominance it had enjoyed in the past within the County. “Although the City captures a high percentage of the County’s retail sales activity,” the consultants wrote in their report for the County’s Economic Development Agency, “its market share is slowly declining as smaller cities and communities grow and are able to support commercial development.”²

There is also a serious oversupply of retail space within the City of Riverside that is further diluting sales of many small businesses. This disturbing fact was strongly reinforced by data collected in the Arlington Business Survey, conducted in the fall of 1997 and summarized later in this report. In this survey, *93 percent of businesses which completed the survey reported that sales have declined or stayed the same over the past two years, with over half -- 52 percent -- reporting declining sales.* According to the survey, gross sales within the commercial district have dropped by an alarming 51.9 percent (adjusted for inflation) since 1992.

¹ I reached this conclusion through visual inspection and anecdotal information given to me by a variety of Riverside residents during interviews; the assumption could be tested through consumer surveys. A major consumer survey of the Riverside area has not been conducted since May, 1986, when a study of retail expenditures in the Riverside area was conducted for the Retail Committee of the Greater Riverside Chamber of Commerce by Marylander Marketing Research, Inc. of Encino, California.

² Williams-Kuebelbeck & Associates, Inc., and Pacific Associates Planners Architects, Inc., *Market Study and Land Valuation Analysis of the Existing and Proposed County General Hospital Sites*, October 9, 1991, page 20.

As surrounding communities become more proficient in meeting the commercial needs of their residents and workers, traditional commercial districts throughout Riverside -- including Arlington -- are likely to experience continuing economic deterioration unless a broad range of public and private sector participants intercede with *concerted effort and deliberate* action to reverse the district's decline. This includes not only action taken *within* the Arlington commercial district itself but also action at the City and County levels to fully and deliberately utilize existing commercial districts already served by businesses, infrastructure and transportation before allowing development to further dilute the area's neighborhoods.

It is likely that most of the sales of department-store type merchandise which the City is successfully attracting are coming from lower and middle income households. The City currently appears to be losing sales generated by its upper income residents (household incomes more than \$50,000) -- which, proportionate to their size, spend significantly more on retail goods and services than households of more modest means. It would be conservative to estimate that 30 percent of retail purchases made by these households are being made outside the city, representing a sales leakage of more than \$140 million.³

Table 1: Riverside Household Buying Power (incomes of \$50,000 or greater, and estimated loss of sales to the City of Riverside from this group)

Category	Total Demand: Riverside Households with Incomes > \$50,000/Year	30% Loss
Groceries	\$91,820,000	\$27,546,000
Meals eaten in restaurants	83,299,000	24,990,000
Furniture, home furnishings, appliances	70,372,000	21,112,000
Apparel and accessories	79,348,000	23,804,000
Personal care	16,725,000	5,018,000
Reading materials	7,406,000	2,222,000
Televisions, stereos, movies, recorded music	77,928,000	23,378,000
Pharmaceuticals, medical supplies, health care	59,568,000	17,870,000
		\$145,940,000

³ A more precise estimate of outmigration of retail dollars by Riverside residents of various income and other categories could be obtained by conducting consumer telephone and intercept surveys. Such a survey has not been conducted in Riverside since 1986.

Unfortunately, this trend is not new. Over a decade ago, Marylander Marketing Research, Inc. conducted an extensive study for the Greater Riverside Chambers of Commerce of the shopping preferences of Riverside and Moreno Valley residents.⁴ The consultants concluded that, among other things, upper-income households were more likely to shop outside Riverside. A decade later, the trend apparently continues.

4. ECONOMIC CHARACTERISTICS OF ARLINGTON'S BUSINESS DISTRICT

a. Geographic Description

In analyzing the Magnolia Avenue and Van Buren Boulevard corridors, it is helpful to divide the area into subdistricts (see Figure 2). Beginning at the center, the most identifiable area of Arlington is its Village. Focused on the intersection of Magnolia Avenue and Van Buren Boulevard, the Village area is Arlington's historic town center, housing its shops, library and community park. Radiating out from the Village are "portal" areas that serve as a transition between the broader community and the Village.

b. Zip Code Area and Census Tract

For purposes of examining the neighborhood's demographics, this chapter focuses primarily on Census Tract 316 (central Arlington), with additional study of the broader area covered by the 92503 zip code (see Figure 3).

c. Neighborhood Demographics

About 8,000 people live in central Arlington. Demographically, households are about the same as those in the City as a whole, although Arlington has slightly fewer households headed by middle-aged people, slightly more households headed by older people, and more low and moderate income households than the City as a whole (*Tables 2-4*). Proportionately, there are slightly more white people living in the central Arlington than in the City, and a significant majority of residents trace their ancestry to the Midwest.

⁴ Marylander Marketing Research, Inc., *Retail Expenditures by Riverside Area Residents Outside of Riverside County and Public's Perception of Retailing in Riverside*, August 1986.

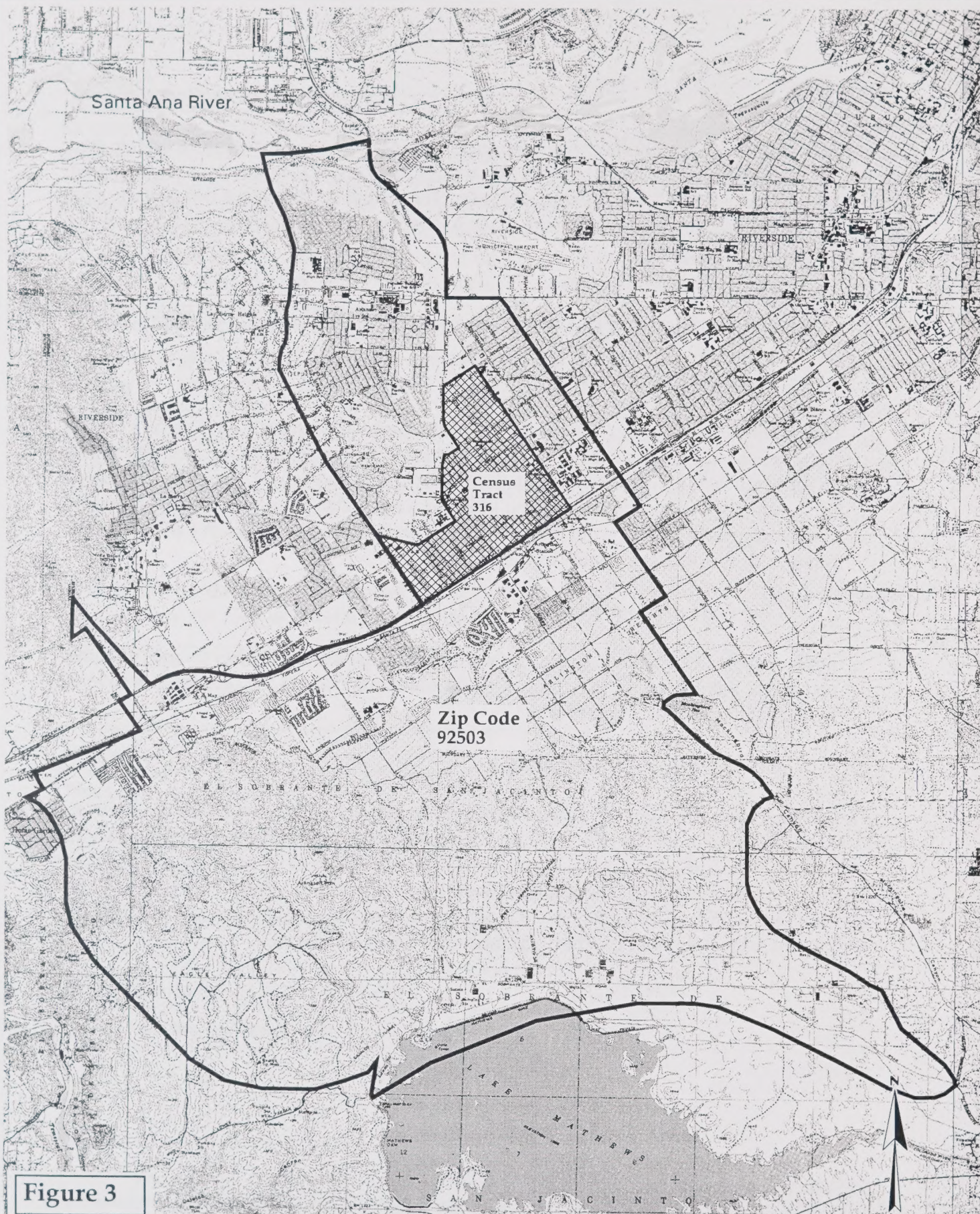


Figure 3

**ARLINGTON COMMUNITY PLAN
Census Tract 316 & Zip Code Area 92503**

May 06, 1998
1 inch = 6000 feet

Aerial photos taken on 4/19/1993. The City of Riverside makes no warranty on the accuracy or content of the data shown on this map. This map shall not be reproduced or distributed. © Copyright 1997, City of Riverside, California. Printed by: SANDY

Retail trade is the largest employer of Arlington residents, accounting for 17 percent of all neighborhood residents' jobs. Manufacturing provides 16 percent of Arlington's jobs, followed by construction (12%), health and educational services (8% each), and business and repair services (7%), with the remaining jobs in other fields such as communications, transportation, and finance. Fewer than 1% of Arlington's residents work at home -- a lower percentage than in the City or County. About half of all Arlington residents work in Riverside (48%), a ratio that is proportionate with workers citywide. More than one-third (38%) have a 30- to a 60-minute daily commute.

The people who live in the core Arlington area constitute a significant share of the Arlington commercial district's *potential* market for *convenience-oriented goods and services*, like groceries, hair and skin care, laundry services, gasoline, and other goods and services for which a close location is usually the most important factor in the decision about where to shop. These neighborhood residents, along with people who work in Arlington, are the primary market for Arlington's neighborhood-serving businesses.

Beyond the central Arlington (Census Tract 316), the surrounding residential neighborhoods (92503 zip code) add an additional 55,000 or so residents to the market for Arlington's retail businesses. In many ways, the demographics of this larger group of Riverside residents parallel those of the City as a whole, with a nearly identical distribution of households according to household size, income and householder age. While many of the residents of this larger geographic area are undoubtedly served by other commercial centers more convenient to their homes than Arlington's core commercial district, it is nonetheless likely that some of these people already patronize some Arlington businesses and, if Arlington were to offer a more compelling retail mix and better marketing, this group of residents might become a more significant market.

Table 2: Household Size

Household Size	Census Tract 316	92503 Zip Code	City of Riverside
One person	21%	16%	20%
Two people	28%	26%	29%
Three people	20%	18%	18%
Four people	16%	19%	16%
Five or more people	15%	20%	16%

Table 3: Household Age

Age of Householder	Census Tract 316	92503 Zip Code	City of Riverside
Under 24	7%	4%	8%
25-34	28%	30%	27%
35-44	22%	25%	24%
45-54	11%	14%	14%
55-64	10%	11%	11%
65-74	10%	9%	10%
75 and over	12%	6%	7%

Table 4: Household Income

Household Income	Census Tract 316	92503 Zip Code	City of Riverside
Less than \$5,000	4%	3%	4%
\$5,000 - \$10,000	8%	5%	7%
\$10,000 - \$15,000	6%	7%	8%
\$15,000 - \$20,000	7%	6%	7%
\$20,000 - \$30,000	24%	17%	16%
\$30,000 - \$40,000	17%	17%	15%
\$40,000 - \$50,000	15%	16%	13%
\$50,000 - \$70,000	12%	15%	12%
\$70,000 and above	7%	14%	18%
Less than \$30,000	49%	38%	42%
More than \$30,000	51%	62%	58%

d. Business Composition

There are approximately 240 businesses in the Arlington commercial area. Exactly half of these are retail businesses; 30% are professional offices (such as law and medical offices) and personal services (like hair and skin care); with the remaining 20% consisting of nonprofit organizations, small industries, real estate management companies, and various others which defy categorization.

The district includes some of the City's best-known businesses, as well as some highly specialized businesses (such as a photographic supply business and a violin maker). These specialized businesses appear to attract, or have the potential to attract customers from a very broad trade area. Such businesses have the potential to provide spinoff support for related specialty businesses with similar customers.

While the district includes several of these businesses with geographically expansive trade areas, it also includes a variety of businesses which cater mostly to the needs of people who live and work in the Arlington neighborhood -- hair salons, grocery stores, restaurants, and medical offices, for instance. The commercial district also includes several "clusters" of related businesses which have the potential to become stronger. These include antiques and collectibles; dining and entertainment; and a sizable cluster of businesses with an Asian focus. Each of these clusters has the *potential* to become an "anchor" or "magnet" -- as a group -- for the district, attracting customers from throughout the City, County, or even a broader geographic market area.

Table 5: Businesses by Type

Business Type	% of Businesses in the Arlington Neighborhood
Professional offices	16%
Personal services	14%
Retail	50%
Real estate management	7%
Nonprofit organizations	2%
Industries	2%
Unknown	9%

The environs around Arlington contain a number of major businesses and industries, including 38 with more than 50 employees⁵ -- businesses like Fleetwood Enterprises, Rohr Industries, and Wal-Mart, and community institutions like the California Baptist College and the Sherman Indian High School. In all, approximately 8,200 people hold jobs with these 38 major employers, with Arlington's businesses contributing a relatively modest 375 or so additional jobs to the neighborhood's employment base.⁶

⁵ This information was provided by an April 1996 listing of Riverside's major employers provided by the Greater Riverside Chambers of Commerce.

⁶ Our estimate of the number of workers within the district is a conservative one. The City's Development Department provided the consultant with a list of all district businesses, derived from business license records. This is the list of businesses to which copies of the Arlington Business Survey were mailed. All those businesses whose surveys were returned by the US Postal Service as "undeliverable" were deleted from the list. Then, based on

Although these major employers are not located within this report's study area, many of the people who work in these businesses and industries pass through Arlington's commercial district every work day and are, to some extent, served by the businesses in the core Arlington commercial district. It is likely that the businesses in Arlington's core commercial district could increase their sales to this very large "captive market" of people who work within the neighborhood. This opportunity will be explored in greater detail later in this chapter.

e. Business Condition

Retailing in Arlington has seen better days, to put it mildly. According to the Arlington Business Survey conducted in the fall of 1997, businesses in Arlington's core commercial district have seen gross sales decline by an astonishing 51.9 % (adjusted for inflation) since 1992 (*Table 6*). That's not the worst news, either: More than 90% of all the businesses in Arlington's core commercial district report that sales have declined or stayed the same in the past two years. The declines appear to have most severely affected retail businesses and businesses older than ten years (*Tables 7-8*). According to businesses completing the Arlington Business Survey, the average gross sales of retail business in Arlington's core commercial district dropped from \$153,000 in 1995 to an alarming \$110,500 in 1996. Younger businesses, professional offices, and service-related businesses appear to have experienced modest increases in the past two years, as have businesses located south of the Van Buren/Magnolia intersection.

Table 6: Percent change in gross sales from 1992

Year	Without Inflation Adjustment	With Inflation Adjustment
1993	-5.6%	-5.8%
1994	-22.4%	-23.6%
1995	-35.9%	-38.8%
1996	-46.7%	-51.9%

information derived from the Business Survey on the average numbers of workers in Arlington businesses, by business type, the consultant estimated that the average "professional" business in the Arlington commercial district has 1.25 workers; a retail business has 2.0 workers; 1.0 per nonprofit organization; 0.5 per real estate management company; 1.0 per personal services business (such as hair or skin care); and 5.0 per industry. Business whose business types were unknown were assigned 0.25 workers each. [Note that these estimates represent only approximately 75 % of the actual averages derived from the Business Survey, providing a more conservative base for estimating workers' buying power.]

Table 7: Average gross sales 1995 & 1996

Business Characteristic	Year	
	1995	1996
<i>According to age of business:</i>		
· Under 3 years	\$17,000	\$50,667
· 3-10 years	81,572	84,175
· 10-20 years	96,000	79,500
· 20 years and over	136,667	123,250
<i>According to business type:</i>		
· Professional	55,333	65,750
· Retail	153,000	110,500
· Personal services	80,372	81,875

Table 8: Two Year Sales Trends

Location	Change in Sales over the past Two Years		
	Decreased	No Change	Increased
Arlington Village	40%	30%	30%
East Magnolia Portal	60%	40%	0%
West Magnolia Portal	60%	40%	0%
South Van Buren Portal	20%	20%	60%
North Van Buren Portal	n/a	n/a	n/a

In general, Arlington's commercial district suffers from a lack of retail focus. While the district once had a cohesive core of neighborhood serving retail businesses, this tightly-focused mix of retail businesses has long since dissipated, as residents have had better access to cars and as additional retail centers and shopping alternatives have become available. This is not a sudden shift, nor the result of any one single new development affecting the market, but, instead, is the cumulative result of more than 50 years of subtle changes. Residents began buying groceries in larger grocery stores, or in stores closer to work. Clothing stores lost sales to the chain stores in new shopping centers. Industrial innovations automated many of the agricultural jobs, replacing them with jobs farther away, thus changing the market base from which Arlington drew many of its customers.

Individually, of course, none of these changes have been pivotal. But year-by-year, the aggregate changes have taken their toll on Arlington's neighborhood-based businesses, with sales displacement as small as 10 or 15% putting once-healthy businesses *out* of business. Traditional business districts were never organized to compete with shopping malls, nor did they have the resources shopping malls have to study demographic trends, consumer buying patterns or preferences, or retail innovations. As alternative shopping locations flourished, traditional neighborhood business districts like Arlington suffered the inevitable consequences of an oversupplied retail market, outdated marketing techniques, and a nonspecific, unplanned mix of retail businesses.

In order for Arlington's commercial district to regain economic equilibrium and find a competitive niche in the regional economy, it is essential that the City and the district's property owners, business owners, developers, realtors and lenders, adopt a retail development strategy which builds on Arlington's strengths, avoids overt competition with better-organized retail centers, and capitalizes on unmet regional market demand.

f. Key Advantages

Arlington's commercial district has a number of advantages which can become key ingredients in a solid retail development strategy. These include:

- A *classic traditional small downtown* which provides a *distinctive visual identity*
- A *rich history*, providing opportunities to shape a unique market position
- A strong sense of *neighborhood identity* and a core of concerned constituents
- Heavy daily *vehicular traffic* providing exposure to many potential customers
- The market potential of a *strong employment base* in the greater Arlington area
- Several *schools* (and the potential consumer strength of the student populations)
- Several *specialized businesses*, with the potential to attract from a broad area
- The relatively recent addition of several *businesses appealing to young adults*

g. Key Weaknesses

At the same time, the district has several significant weaknesses which could hamper its retail revival. These include:

- The *lack of a clearly defined retail focus* that is known to the broader community
- Unclear, "*fuzzy*" *boundaries between residential areas commercial uses*
- *Poorly conceived building alterations* which detract from the historic architecture and compromise the architectural integrity of the district
- A large number of *poorly maintained buildings*
- The presence of *gaps between Village commercial building*
- A *lack of pedestrian amenities* (benches, landscaping, outdoor dining etc.)
- *Sign regulations* that may not be appropriate for a traditional "downtown"

- A general *lack of technical or financial support* for businesses
- The *absence of a district-wide revitalization or management program*
- The dilution of the market from *overdevelopment of commercial land elsewhere*
- *High speed/volume traffic* which discourages pedestrian activity on Van Buren
- An *aging population*, with diminishing buying power

5. BUYING POWER OF RESIDENTS AND WORKERS

a. *Convenience goods and services: The buying power of Arlington's workers and residents*

Arlington's residents and workers represent a considerable potential market for businesses. These two sizable "captive markets" constitute a strong *potential* market for convenience-oriented goods. People who live in Arlington's core have the potential to spend over \$8 million annually on groceries, \$5 million in restaurants, \$1 million on personal care products/services, \$1 million on pharmaceuticals and medical supplies, and \$½ million on reading materials, all items people usually purchase close to their homes or places of work (Table 9).⁷ These people are already spending this money on these products and services *somewhere* in the Riverside area; one of the Arlington commercial district's challenges will be to capture these sales dollars.

Table 9: Estimated buying power, Census Tract 316

Product or Service	Buying Power
Groceries	\$8,105,000
Meals eaten in restaurants	5,114,000
Apparel and apparel accessories/services	4,864,000
Furniture, home furnishings, and appliances	3,975,000
Personal care products and services	1,222,000
Reading materials	496,000
Televisions, stereos, movies, recorded music	1,604,000
Entertainment (admissions)	1,228,000
Pharmaceuticals/medical supplies	1,102,000

⁷ Estimates were calculated using the *Consumer Expenditure Survey* and the *1990 Census of Population*, adjusting *Census* data for population increases in the City of Riverside since the *Census* was conducted.

The people who live in the residential areas adjacent to the core Arlington commercial district constitute Arlington's primary *residential* market. In addition, there are many more people who live in residential areas slightly farther away but still within reasonably close proximity. While it is unlikely that Arlington's convenience-oriented retail businesses would be able to capture a large percentage of sales from this secondary residential market, targeting this group for additional sales is another logical strategy. This secondary residential market (92503 zip code) is considerably larger, and therefore has much more buying power, than the primary residential market (*Table 10*). But capturing even a small percentage of this secondary residential area's purchases could add considerably to the primary residential group and significantly improve sales in Arlington's *convenience-oriented* retail businesses.

Table 10: Estimated buying power, 92503 zip code area

Product or Service	Buying Power
Groceries	\$55,154,000
Meals eaten in restaurants	38,008,000
Apparel and apparel accessories/services	35,911,000
Furniture, home furnishings, and appliances	30,321,000
Personal care products and services	8,676,000
Reading materials	3,610,000
Televisions, stereos, movies, recorded music	11,315,000
Entertainment (admissions)	9,797,000
Pharmaceuticals/medical supplies	7,376,000

In addition to Arlington's primary and secondary residential customer segments, it also has a large *employment base* -- approximately 8,500 people who work in the Arlington vicinity.⁸ Although many of these workers are likely to prefer buying convenience-oriented goods and service in their neighborhoods, it is likely that Arlington's businesses could capture a modest percentage of the convenience purchases these people make (*Table 11*). By making it as convenient and enticing as possible for Arlington-area workers to shop at Arlington businesses -- offering free daytime delivery within the district, for instance -- Arlington's businesses might be able to handsomely augment their sales.

⁸ Because no data is available on the household incomes or other demographic characteristics of people who work in the Arlington area, we have used estimates of average expenditures for *all US households* in estimating the buying power of Arlington-area workers rather than estimating buying power based on actual demographics. For that reason, the estimates of buying power in Table 11 could be high or low by as much as 20 %.

Table 11: Buying power, Arlington area workers

Product or Service	Buying Power
Groceries	\$23,255,000
Meals eaten in restaurants	14,560,000
Apparel and apparel accessories/services	14,097,000
Furniture, home furnishings, and appliances	11,559,000
Personal care products and services	3,404,000
Reading materials	1,415,000
Televisions, stereos, movies, recorded music	4,570,000
Entertainment (admissions)	3,764,000
Pharmaceuticals/medical supplies	3,164,000

b. Comparison Shopping: Other Retail Expenditures by Arlington's Residents and Workers

In addition to the convenience-oriented goods and services which Arlington's residents and workers buy, these people also buy comparison goods -- clothes, home furnishings, stationery, toys, compact discs, jewelry; however, people are most likely to buy these comparison items from commercial centers offering a wide selection. This is one reason shopping malls are so successful at selling clothing, shoes, and other apparel-related goods and services. By providing a dozen clothing stores in close proximity, rather than just one or two, they make it easy for people to comparison-shop, and, as a result, have greater market penetration than a district with just a couple of clothing stores.

The Riverside area is well-supplied with shopping malls offering a broad selection of comparison goods. It is unlikely that Arlington's commercial district will be able to compete against them and, therefore, developing middle-market clothing and furniture stores should not be a significant part of Arlington's retail development strategy.

c. Destination Retailing: Possible Opportunities

One of the best retail development opportunities for many traditional commercial districts with one or more blocks of cohesive, high-density storefront buildings is to create one or more *clusters of related specialty retail businesses* which, together, serve as a "destination anchor" for the district. Sometimes, these *destination clusters* cater mostly to customers within the community itself, providing goods and services not offered by other retail centers.

Businesses often form clusters like this naturally, without intentional intervention from a developer, realtor, property owner, or local government. If a destination cluster offers very specialized products and services, it may be able to attract customers from a very large geographic area, including an international market, by using catalogs, the Internet, or other methods.

At a minimum, Arlington has the opportunity to develop one or more destination clusters, building on established strengths. Current data is not available to indicate which Arlington businesses might fall into this category.⁹ However it is likely that clusters could be created. Examples include:

- *Restaurants*: Moderately priced, offering great service and emphasizing one-on-one relationships with repeat customers
- *Music: Instruments* (sales and rentals); used/vintage records, tapes, CDS; sheet music, etc.
- *“Recent” antiques*: Furniture, furnishings, art, clothing, collectibles, from the 1930s-on
- *Asian specialties*: Restaurants, clothing, art, medical supplies, and services
- *Photography*: Equipment and supplies, darkroom rentals, film, processing, etc.
- *Bridal*¹⁰: Moderately priced gowns, tuxedos, florists, limousines, musicians, and planning

These potential clusters meet four important criteria:

- 1. They build on the strength and market position of businesses already in Arlington
- 2. In addition to providing mutual support, they also provide mutual reinforcement.
- 3. They would be popular with young adults, valuable for their future buying power.
- 4. They would provide convenience goods/services for workers and residents.

Establishing a destination business cluster takes time and numerous factors *besides* the area’s consumer’s having adequate buying power to support them. But, *based on buying power alone*, it appears that sufficient buying power *does* exist to support businesses in each of these destination clusters (*Table 12*), even if Arlington was only able to attract as little as 10% of sales in these categories in the Riverside area.

⁹ Consumer telephone and intercept surveys have not been conducted in Riverside since Marylander Marketing Research, Inc.’s studies, *Retail Expenditures by Riverside Area Residents Outside of Riverside County* and *Public’s Perception of Retailing in Riverside*, were conducted for the Greater Riverside Chamber of Commerce in 1986.

¹⁰ A destination cluster like this might be equally successful in the Magnolia Square commercial district.

Table 12: Buying power, Riverside City and County residents

Product or Service	Buying Power	
	City Residents	County Residents
Meals eaten in restaurants	\$164,990,000	\$844,980,000
Apparel, accessories, services · Bridal fashions ¹¹	157,381,000 2,084,000	802,386,000 10,536,000
Furniture and appliances · Antiques and collectibles ¹²	132,291,000 3,006,000	671,572,000 15,314,000
Reading materials	15,658,000	80,548,000
Televisions, stereos, movies, recorded	48,974,000	254,079,000
Musical instruments, sheet music,	2,421,000	12,263,000
Photographic equipment, film	4,236,000	21,461,000
Entertainment (admissions) · Music clubs ¹³	43,518,000 1,088,000	217,564,000 5,439,000

6. ARLINGTON BUSINESS SURVEY

Surveys (see appendix) were distributed in the fall of 1997 to all retail, service and professional businesses in the Arlington commercial district.¹⁴ Recipients were asked to complete the survey and return it anonymously to the Planning Department. The Planning Department forwarded surveys to the consultant.

The survey had several purposes:

- 1. To measure changes in gross retail sales over the past five years in the Arlington commercial district, particularly in five key areas:

¹¹ Estimated at 4 % of total demand for apparel and apparel services.

¹² Estimated at 10 % of total demand for furniture.

¹³ Estimated at 2.5 % of total demand for entertainment/fees and admissions.

¹⁴ A parallel survey was conducted at roughly the same time in the Magnolia Center commercial district, with the assistance of the City of Riverside's Department of Development, providing some interesting points of comparison between the Arlington and Magnolia Center commercial districts. The findings of the Magnolia Center Business Survey are summarized in *Magnolia Center Commercial District: Retail Development Strategy*, prepared by the consultant for the City's Department of Development.

- Arlington Village core
- West Magnolia Avenue portal
- East Magnolia Avenue portal
- North Van Buren Avenue portal
- South Van Buren Avenue portal
- 2. To analyze the services and amenities which businesses offer their customers
- 3. To develop a profile of customers who patronize Arlington's businesses
- 4. To identify significant problems which business owners face
- 5. To gauge business perceptions of Arlington which affect consumer behavior

Of 260 surveys mailed, 28 samples, 11%, were returned. Surveys conducted by mail are generally not considered to be as statistically accurate as those conducted in person, so care should be taken in interpreting the findings. However, the results of the 28 surveys returned do, in fact, parallel information gathered from other sources. Unfortunately, there were only two respondents from the north Van Buren Avenue portal, a largely residential and office area, providing an insufficient return from which to draw meaningful conclusions.

a. Key findings

i. Retail sales throughout Arlington have dropped at an alarming rate.

Retail business respondents reported that gross sales have dropped by more than 50% since 1992 (adjusted for inflation). And, over 90% of Arlington's retail businesses reported declining/stagnant sales in the past two years.¹⁵

Table 13: Arlington gross sales trends

Year	Without inflation adjustment	With inflation adjustment
1993	-5.6%	-5.8%
1994	-22.4%	-23.6%
1995	-35.9%	-38.8%
1996	-46.7%	-51.9%

As alarming as these declines may initially appear, they have not affected all types of businesses, or businesses in all locations throughout the district:

¹⁵ Businesses in the Magnolia Center commercial district reported a dramatic decline in gross sales since 1992, also, but the decline -- 36.4 %, adjusted for inflation -- is not as extreme as the retail sales decline in Arlington.

- Most portal businesses reported sales declines, but *Village businesses and those along Van Buren Boulevard* reported stable or increased sales.
 - Sales declines were also most severe in businesses older than 10 years; businesses that are less than ten years old reported increases.
 - Retail businesses reported sales drops, professional offices reported modest increases, and service businesses reported stable sales.
- ii. *In general, Arlington's business owners are relatively negative about the overall condition of the commercial district.*

The following are the results of the survey's approval rating index for district characteristics:

Table 14: Business owner approval ratings

Characteristic	Approval Rating*
Overall attractiveness of the commercial district	29.6
Clarity/effectiveness of store and business signage	32.7
Distinctive identity	37.0
Cleanliness and maintenance	37.0
Overall appeal to Riverside-area residents	37.5
Safety	44.0
Parking availability/convenience	48.1
Price of goods and services available in the district	54.0
Clarity/effectiveness of public street and directional signage	56.0
Ease of walking in (or through) the district	57.7
Ease of driving in (or through) the district	59.6
Accessibility	63.0
Merchant friendliness	64.8
Business hours	64.8
Variety of goods and services available in the district	64.8
Quality of goods and services available in the district	68.5

*(100 = highest score possible; 0 = lowest score possible)

Note that of 16 characteristics Arlington business representatives evaluated, none received a rating higher than 68.5 (out of a possible 100), with a median score of only 55.0 for *all* characteristics. Arlington's business owners, it seems, do not feel good about the quality of the district's environment, its safety, or its amenities.

iii. The greatest areas of concern for the Arlington commercial district's businesses are the district's physical deterioration and appearance.

The *poorly maintained buildings and physical deterioration* of the district as a whole are foremost in the minds of Arlington's businesses. Their concerns are quantified, as well: of the 16 characteristics of the Arlington commercial district which businesses evaluated, the five characteristics receiving the lowest scores are directly related to the district's physical condition. These concerns were reinforced in the written comments. The following is a summary of some of the concerns raised in response to the question, "What, in your opinion, are the most important things that need to be changed to improve the business climate in Arlington?":

- Better signs
- Develop and follow a visual theme
- Fewer low rent apartments/ residential
- Reduce speeds
- Get rid of seedy businesses
- Make area safer
- Clean up and preserve older beautiful buildings

iv. While the appearance of the commercial district scores lowest with Arlington's business owners, concerns about crime are close behind.

Businesses responding to the Arlington Business Survey gave crime a rating of 44 out of 100 possible points, rating it a significant concern. But the written comments included in the survey suggest a concern greater than the number alone indicates, with businesses complaining that gangs, public inebriants, and other evidence of crime in the neighborhood are hurting business activity.

v. A surprisingly large number of businesses completing the survey are unsure of where their customers live and work.

When asked to estimate the percentages of their customers who live or work in the Arlington neighborhood, businesses completing the Arlington Business Survey reported that they are unsure of where an average of 34% of their customers live and

where an average of 24% of their customers work. Paradoxically, many businesses also commented that one of the things they like *best* about doing business in Arlington is knowing their customers.

vi. *Arlington's businesses do not appear to be capturing as large a share of sales by neighborhood residents and workers as is probably possible.*

According to businesses' estimates of where their customers live and work, neighborhood residents comprise approximately 35% of the Arlington commercial district's customer base, with 41% living elsewhere. Businesses were unsure of where the remaining 24% live (*Table 15*).

Similarly, businesses reported that about 22% of their customers work in the Arlington area, with 30% working outside Arlington, 11% retired, and 3% unemployed (businesses were unsure of where the remaining 34% work).

There are both good news *and* somewhat bad news in this finding:

- Businesses are attracting people from outside the district (good news)
- The district's businesses could probably enjoy a larger share of the neighborhood's "captive" markets -- its workers and residents

vii. *Very few Arlington commercial district businesses provide special customer services or amenities.*

To effectively compete today, businesses -- particularly independently owned businesses -- must offer exemplary customer service. Small, independently owned businesses cannot usually compete against discount superstores on the basis of price; to win customers, they must win their customers' loyalty by offering outstanding service and amenities. They must adapt their store hours to be as convenient as possible for their customers. They must be willing to sell things by telephone; offer free delivery; send out newsletters; offer unconditional guarantees; reward their regular customers with incentives; and keep records of their customers' purchases, preferences, birthdays, etc. They must be relentless.

According to the Arlington Business Survey, however, very few Arlington businesses are offering their customers much beyond the most basic levels of service and amenities (*Table 17*). To survive, they *must* do better.

Table 15: Customer services provided by Arlington businesses

Customer Service	% Providing this Service
Delivery (free)	0%
Delivery (for a fee)	17%
Gift wrap (free)	0%
Gift wrap (for a fee)	3%
Shipping (free)	3%
Shipping (for a fee)	17%
Private business hours	31%
Extended business hours	38%
Repairs (free)	21%
Repairs (for a fee)	24%
House charge accounts	17%
Accept credit cards	38%
Accept debit cards	21%
Accept personal checks	52%
Customer newsletters	28%
Mail order sales	10%
Frequent customer incentive program	14%
Unconditional guarantees	14%

viii. *Businesses in Arlington’s commercial district seem very aware of the need to “organize” to revitalize the district.*

Several comments in the Arlington Business Survey indicate that businesses are eager to find a forum in which to discuss issues, share ideas, and collaborate. In fact, some business leaders are in the process of forming a “business improvement district,” or BID. This would not only provide a forum for discussing issues, it would provide a base for funding improvements and attracting new businesses.

7. CONCLUSIONS AND RECOMMENDATIONS

a. *Conclusions*

i. *Arlington's commercial district is in a state of economic transition.*

- Retail businesses are losing sales; service-oriented businesses are holding their own; professional offices are experiencing modest growth.
- There is no organized plan for developing or locating business.
- Many businesses appear to be doing a relatively poor job at attracting customers in the immediate market area and offer few customer services.
- Older businesses, in particular, appear to be losing ground economically.
- Because of the area's aging population, it is essential that the district attract young adults, especially between ages 25-40.

ii. *The district is also in a state of physical deterioration.*

- The district's run-down appearance deters customers¹⁶
- Aside from wide sidewalks, Arlington has few pedestrian amenities
- Newer buildings detract from the character and unity of the district

iii. *The potential for economic revitalization is significant.*

- Residents/workers have the buying power to support new businesses.
- Existing businesses could form *destination clusters* which could serve as "anchors" to attracting customers from throughout the County and beyond.
- The core of older, traditional storefronts (especially near Magnolia and Van Buren) lends itself to neighborhood and destination shopping.
- With a coordinated program of public/private sector improvements, the district could become one of the most attractive destinations in the area.

iv. *There are Significant Challenges Ahead*

The presence of adequate buying power in the region to support the district's revitalization does not guarantee that the district will be successful. There are many

¹⁶ No current empirical data exists to indicate if businesses' perceptions of what deters customers from shopping in Arlington are accurate or not. This information *could* be obtained by conducting consumer telephone and intercept surveys. However, a visual inspection alone is sufficient to give credence to their perceptions, regardless of the degree to which businesses may be over- or understating the extent to which the district's physical appearance deters customers from shopping in Arlington.

other factors which contribute to an economically healthy commercial district. Key among these are:

- *Commitment* -- and concerted action -- on the part of local government to fill-out *existing* centers before allowing development elsewhere.
- *Collaboration* between businesses -- even between businesses which might have viewed each other as competitors in the past.
- *Willingness* to assume *personal responsibility for helping the district succeed*, from picking up trash to attending revitalization meetings.
- Dedication to business innovations, including the implementation of new ways to serve and learn about existing and potential customers.
- *Commitment* to keeping *Van Buren as pedestrian friendly as possible*, to reduce the negative experience of crossing this high speed street.

b. Recommendations

i. Create an organizational mechanism for coordinating Arlington's revitalization.

Who is "in charge" of Arlington's revitalization? From the consultant's interviews with both public and private-sector partners, it appears that both sectors hope the other sector will step forward and take the lead. Everyone could be waiting quite a while unless *both* sectors join forces. There are many ways in which the revitalization process might be structured. Eventually, the business district's constituents should create a full-time, staffed organization to coordinate and oversee the process. To start, it is critical that a volunteer group be formed.

The volunteer group -- which, for lack of a term, we will refer to as the *Arlington Task-force* -- should initially fulfill these functions, at a minimum:

- Provide a *forum for businesses* to talk about problems and opportunities.
- Engage and *support/identify the resources of a broad range of community groups* with an interest in Arlington's future.
- *Finalize the commercial district's retail development strategy*, then meet with such stakeholders as property owners, business owners, realtors. Chamber of Commerce, and financial institutions.
- *Plan a community festival* -- in part to focus attention on Arlington's charm, and in part to help build a volunteer support base.

Some business owners expressed concern about the City's sign restrictions and enforcement. Part of the consensus building process should be aimed at addressing these concerns.

ii. Adopt and implement a two-part retail development strategy

Strategy One: *Provide more, and better, goods and services to neighborhood residents and workers.*

The Arlington neighborhood already provides many of the basic convenience-oriented goods and services which neighborhood residents and workers need -- but it can, and must, do a better job at making it easier and more appealing to shop there. At a minimum, businesses providing convenience-oriented goods and services should consider offering:

- business hours after 5:00 p.m.
- “frequent-customer” programs, such as *permanent* discounts, free delivery, etc.
- same-day delivery service within the Arlington neighborhood
- phone orders

Among the types of businesses a neighborhood-serving, convenience-oriented commercial district should try to include are:

- groceries
- newsstand/coffee shop
- bakery
- restaurants serving breakfasts, lunches, takeout dinners
- dry cleaner
- laundromat
- small appliance/machine repair shops
- shoe repair
- tailoring
- video rentals
- hair and skin care
- ice cream
- medical and dental offices
- pharmaceuticals
- film processing
- gasoline and automotive services (portal areas only)
- child day care
- stationery
- hardware and sundries

Ensure that all these service are available within the Arlington commercial district (some of these services might, of course, be combined within one business -- e.g., a grocery store that also provides pharmaceuticals).

It is recommended that there be:

- a cluster of lower to moderately-priced convenience-oriented businesses toward the northeast end of the east Magnolia Avenue portal, primarily serving the residential blocks in this vicinity
- food services (restaurants, coffee shop, perhaps a convenience food market) on the south side of Magnolia at the intersection of Magnolia and Van Buren;
- a cluster of moderately-priced convenience-oriented businesses toward the west end of the west Magnolia Avenue portal, primarily serving the Arlington residents and area workers

Strategy Two: *Develop Destination Clusters*

The Arlington commercial district could support several *destination clusters*, or groups of businesses which offer related goods and services and/or which cater to the same type of customer. The following *destination clusters* could probably be supported in the Arlington commercial district:

- *Music*: Musical instruments (sales and rentals); used/vintage/second-hand records, tapes, compact discs; sheet music; music clubs
- *"Recent" antiques*: Furniture, home furnishings, artwork, posters, clothing, collectibles, architectural salvage, televisions, radios, stereos, cameras, kitchen appliances, comic books, and "kitsch" from the 1930s-onward
- *Asian specialties*: Restaurants; clothing; art; medical supplies and services
- *Photography*: Equipment and supplies; darkroom rentals; film; film processing; custom photo processing and digitizing services; portrait studios; photo galleries
- *Bridal*: Moderately priced bridal gowns/tuxedos (sales and *rentals*); florists; limousine rentals; printers; musicians; wedding planners
- *Restaurants*: Moderately priced, offering great service and emphasizing one-on-one relationships with repeat customers

The destination clusters should be located primarily on Magnolia Avenue, ideally in these general locations:

- *Music*: southeast quadrant of the Magnolia - Van Buren intersection
- *“Recent” antiques*: southeast quadrant of the Magnolia - Van Buren intersection
- *Asian specialties*: southeast quadrant of the Magnolia - Van Buren intersection, several blocks east of the intersection
- *Photography*: clustered in the vicinity of the Arlington Photatorium
- *Bridal*: northeast quadrant of the Magnolia portal
- *Restaurants*: concentration around the intersection of Magnolia and Van Buren, on the south side of Magnolia, with smaller groups toward the east and west ends of the study area on Magnolia Avenue

(See Appendix 1 for feasibility estimates for each of these retail development programs)

Creating specialized clusters will undoubtedly involve “rearranging” the locations of some existing retail businesses. Some of this may occur voluntarily; other opportunities to relocate businesses -- or to place new businesses -- will occur naturally, through business attrition. The *Arlington task force* could also explore the possibility of creating financial incentives to encourage businesses to relocate within the Arlington commercial district.

iii. Sharpen the skills of existing businesses

For numerous reasons, small, independently owned businesses are often at a disadvantage in competing with chain stores which have professional analysts dedicated to studying retail trends, testing merchandise and marketing strategies, and providing local store managers with the tools needed to meet sales targets. Small businesses can rarely compete on prices with the chain stores but they *can* compete effectively by providing exemplary customer service and building strong, lasting relationships with their customers. It is therefore critical that small businesses understand their customers’ motivations, shopping preferences, and demographic characteristics thoroughly.

To help independently owned businesses compete effectively, communities must create comparable resources for them. Primarily, this involves providing information and technical assistance -- *lots of it*. Sometimes, it involves working with financial institutions or nonprofit financial intermediaries to make business development financing more readily available to small businesses. Occasionally, it might even involve putting together investment groups to take equity positions in key businesses.

It always involves marketing the district as a whole while supporting individual business marketing efforts.

Early in the implementation phase, the City and a coalition of Arlington's businesses should examine the needs of small businesses in the commercial district -- particularly their information and technical assistance needs -- and find ways to provide resources needed to provide exemplary customer service. A few ways to begin this process are:

- Work with a local college or vocational training school to create and offer a "small business boot camp," providing training in accounting, marketing, business plan development, small business finance, customer service, visual merchandising, merchandise control, advertising, and similar subjects. Offer classes frequently, at different times, *within* the Arlington commercial district.
- Contract with a small business development center or consultant to provide one-on-one consultations to businesses within the district.
- Distribute copies of this and other reports that might be of interest.
- Excerpt information from reports such as this for Chamber and other publications.

iv. "Densify" the commercial district

The area in the immediate vicinity of the Magnolia - Van Buren intersection is one of Riverside's truly charming "urban" areas, with contiguous storefronts on forming a compact, relatively pedestrian-friendly street front. But, moving out from this cohesive core, the district thins out considerably, with newer commercial buildings set back from the road and separated from one another.

The "automobile-orientation" of this arrangement is antithetical to the development of a tight, cohesive, pedestrian-friendly commercial core. To the extent possible, the existing commercial core should be strengthened and expanded out to the ultimate boundaries of the Village district by requiring new developments in this area to follow Arlington Village's design guidelines.

The blocks of contiguous storefront buildings east of Van Buren Boulevard are best suited for pedestrian oriented retail uses in the district. Most of the *destination clusters* should be grouped here, along with one of the groupings of neighborhood-serving convenience businesses. Further commercial development northwest of the Magnolia/Van Buren intersection -- particularly the segment between Miller and

Magnolia -- should be discouraged and, should the businesses in that quadrant relocate elsewhere in the district and leave those commercial buildings vacant, it would be ideal to extend Arlington Park down to Magnolia.

- v. ***Develop a marketing campaign that positions Arlington as a unique commercial district within the economic region, stressing Arlington's appeal to neighborhood residents/workers and to young adults throughout the Riverside area.***

To parallel the district's business development strategy, it is recommended that the *Arlington Task-force* create an aggressive marketing strategy which will position Arlington as a one-of-a-kind commercial district within Riverside, the County, and the region. One of the best ways to create a unique marketing identity for a traditional commercial district is to use its *history* to distinguish it from all other commercial centers within the region.

But, building on the district's history shouldn't be a dry, tedious exercise with architectural walking tours and an academic tone. Instead, extract interesting information from Arlington's history and use these historic themes to shape a new identity for Arlington as a *"cool," independent, multi-cultural, forward-thinking, tightly-knit community*. Revive the spirit of Arlington's historically independent identity in a program of promotional and marketing activities. Some examples of Arlington's past which could be used include¹⁷:

- Arlington has its own historic postmark which could be used as the district's marketing logo.
- The Asian and Mexican cultures played important roles in Arlington's development and could be incorporated into Arlington's image.
- Road runners used to escort vehicles driving along Harrison Street -- another opportunity for a graphic image.
- A bonfire was kept ablaze all night at the intersection of Magnolia and Van Buren on November 11, 1918, celebrating the armistice ending World War I. Arlington resident William Meggison, whom the *Arlington Times* called a "modern Paul Revere," rode his horse and buggy throughout Arlington spreading the news of the armistice. This could be celebrated in an annual event.
- The intersection of Magnolia and Van Buren was also the site of an elaborate drinking fountain for horses. Perhaps a replica could be built, or an interpretive center installed.

¹⁷ Information on Arlington's history was pulled from *Observations*, a compilation of writings of Marie Liebert, copied from the *Arlington Times* and published by Theresa L. Gordon, October 30, 1982, a copy of which was loaned to the consultant by Council Member Alex Clifford.

- Tuesday was once “at home day” on Magnolia Avenue in Arlington, with families setting aside time that evening to visit friends and neighbors. This could be used in marketing specials at restaurants, gift stores, etc.
- A sign on Magnolia Avenue, heading north between Tyler and Polk, announced, “Welcome to Riverside *via Arlington*.” Perhaps new entry signs could be fashioned after this historic sign.
- Nicholas Anniger, an early Arlington resident, used to buy Christmas presents for every child in Arlington, distributing gifts at a local church. He would personally visit any child who didn’t show up at the church to collect his or her gift and would deliver the gift in person. Christmas promotions could be based upon this.

vi. *Implement design guidelines*

In order for consumers to think of Arlington as a cohesive, unified business district, it must *look* like a cohesive, unified business district. Chapter 4 sets out design guidelines for the Van Buren and Magnolia Corridors. These guidelines are important to Arlington’s economic revitalization. There are currently a number of buildings whose original character is obscured by well intended, but ill-conceived remodelings. There are also too many deteriorating signs, garish colors, and other characteristics which, rather than suggesting “unity,” give the impression that individual businesses are competing *against one another* for visual attention. Unfortunately, this simply damages the overall appearance of the entire street. The *Arlington task force* might consider creating an incentive program (offering either matching grants or free design assistance, or both) to stimulate building improvements within the district, making compliance with the design guidelines a requirement for qualifying for the incentive.

CHAPTER 4

MAGNOLIA/VAN BUREN CORRIDORS

1. INTRODUCTION

There are many aspects to Arlington's identity, but none leave a more distinct impression than its major thoroughfares, Magnolia Avenue and Van Buren Boulevard. This chapter of the Arlington Community Plan looks at ways to preserve and enhance these two important travel and business corridors. There are two facets to this endeavor. One part focuses on the design guidelines for the *properties* that line both sides of these streets, and the other deals with street right-of-way areas, or the *streetscape*, including sidewalks, parkways, on-street parking, travel lanes, and medians. The objective in both cases is to encourage the preservation and enhancement of the "sense of place" that makes Arlington a unique part of Riverside.

2. ORGANIZATION OF THE CORRIDOR AREA

This chapter is organized around the same geographic areas introduced in Chapter 3, Economic Considerations. These areas are illustrated in Figure 4. At the center is the ***Village of Arlington***, extending from roughly Roosevelt to Castleman Streets. East and west of the Village is the ***East Magnolia Portal*** and the ***West Magnolia Portal***. North and south along Van Buren Boulevard is the ***North Van Buren Portal*** and ***South Van Buren Portal***.

3. ISSUES

The following is a summary of the issues concerning the Magnolia/Van Buren corridors. For more information regarding these issues, the reader is directed to the technical appendices, published separately.

a. Magnolia Avenue

- i. Eroded Identity:** As newer commercial areas have developed, Arlington's image and place as a commercial center has eroded.
- ii. Historic Preservation:** Many storefronts have been "modernized" so that most of the original architecture has been obscured, thus depriving the area of its unique heritage. Many buildings are also unreinforced masonry.
- iii. Arlington Branch Library:** The Arlington Branch library is small by contemporary standards and no longer meets the community's needs. A

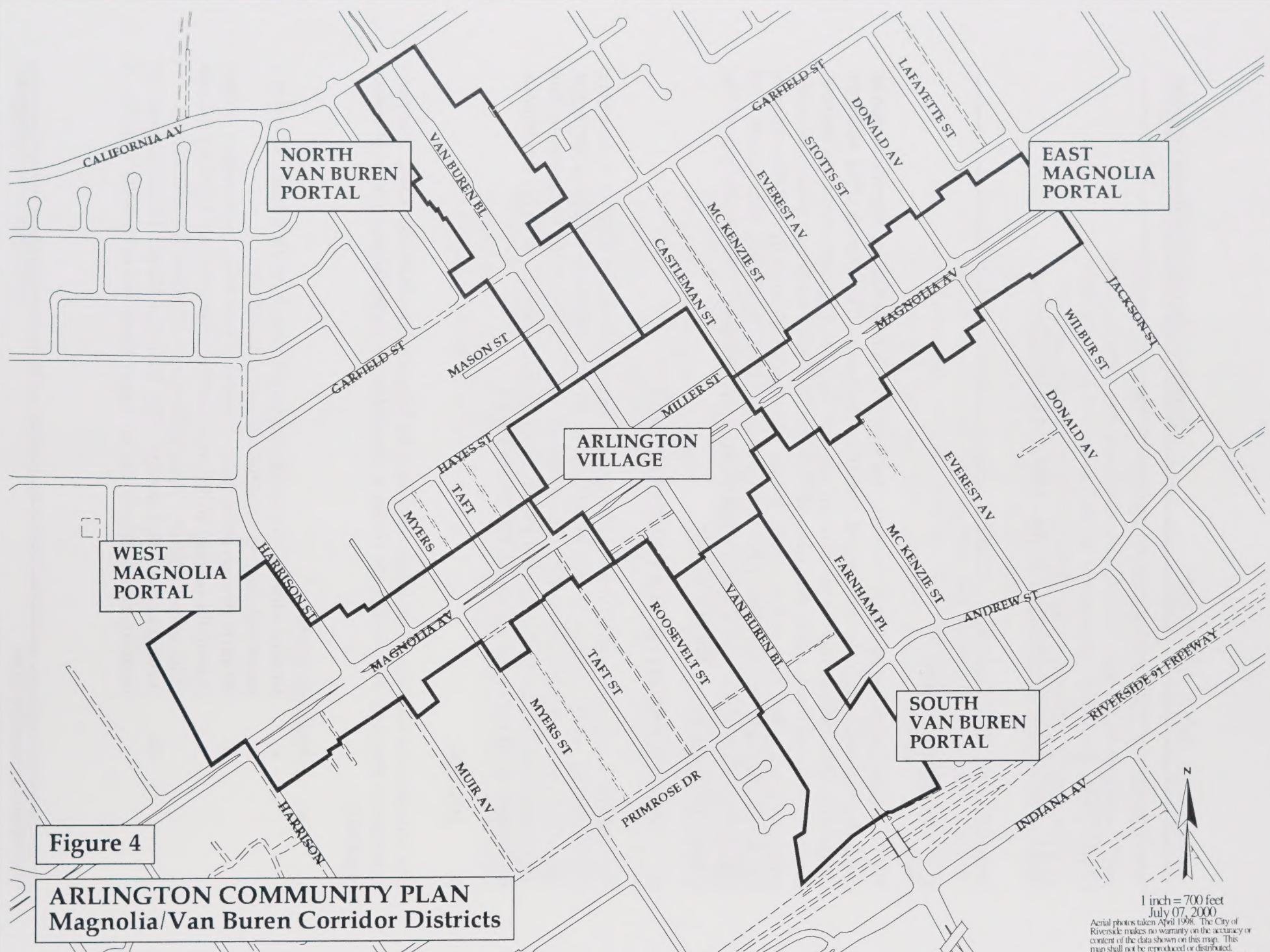


Figure 4

**ARLINGTON COMMUNITY PLAN
Magnolia/Van Buren Corridor Districts**

1 inch = 700 feet
July 07, 2000
Aerial photos taken April 1998. The City of
Riverside makes no warranty on the accuracy or
content of the data shown on this map. This
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site has been purchased for a new library at Myers and Magnolia, however, it is outside the Village area and may not be as much of a help in the revitalization of Arlington as it could be.

- iv. **General Plan Designated Street Width:** The Transportation Element calls for a six lane, 154 foot wide street, in comparison with the existing predominant width of 134 feet and four lanes. Implementation of this would further erode Arlington's identity.
- v. **Parking and Access:** Parking and access to Arlington Village's buildings is largely from the rear. While this is appropriate for an "urban" commercial center, consideration needs to be given to making sure parking/access to Village buildings is attractive and convenient.
- vi. **Alleys and Rear Elevations:** The rear elevations of Arlington Village's buildings are, in many respects, the most interesting views to these buildings. Yet, these frontages tend to be unkempt and marred by utilitarian additions.

b. *Van Buren Boulevard*

- i. **Division of the Community:** Arlington tends to be divided into four quadrants by Magnolia Avenue and Van Buren Boulevard. These major arterials tend to disrupt the cohesiveness of the community and hamper the potential to bring the area together.
- ii. **Lot Widths, Configurations and Setbacks:** The widening of Van Buren is anticipated to take additional right-of-way from the east side of the street. Design policies and guidelines are needed to guide the assemblage of these parcels into appropriately sized building sites for future commercial development. For those uses that remain, it will be important that the streetscape design helps mitigate the reduced front yard setbacks.
- iii. **Street Trees:** The widening project will likely eliminate the mature street trees on the east side of the street. This could give the street an unbalanced look unless equivalent sizes/varieties of trees are installed.
- iv. **Magnolia/Van Buren Intersection:** It is important that any widening of the Magnolia/Van Buren intersection be minimized and done as sensitively as possible, to help retain Arlington's "sense of place."
- v. **Community Identity:** Clear design guidelines will be needed to keep new development, especially along Van Buren Boulevard, from eroding Arlington's identity.
- vi. **Design Issues North of Magnolia:** While the greatest concerns along Van Buren Boulevard are linked to the proposed widening in the southern part of the corridor, design guidelines also need to take into consideration the area north of the widening.

4. BUILD NEW OR PRESERVE WHAT'S THERE

One temptation in working to revitalize an old commercial district is to rely upon demolition and reconstruction as a solution. While this approach has its advantages, it has the significant disadvantage of destroying the essential character of an area. This is especially true in Arlington, which has a rich history. *Arlington's essential character is found in the history of its buildings, their placement, and their connection to the historic fabric of the community.* If Arlington's buildings were torn down and replaced with typical highway commercial development it would become just another undefined part of the Tyler/Magnolia commercial strip. Even if a new Village was created in place of the existing buildings, it would likely take on a fabricated character, created to "look right," but lacking a sense of historic identity. *In any renovation of Arlington's Village, top priority needs to be given to restoring buildings more than 50 years old to some historic form.* The City has a photograph showing the core of Arlington's Village in the 1940's (see Figure 5). This photo and others can be used as a guideline for renovations. Where there may be vacant lots or buildings that cannot be restored, these design guidelines need to be used to help shape the creation of new buildings that respect the historic Village of Arlington.

5. DESIGN GUIDELINES FOR DEVELOPMENT

Every neighborhood or district has a character that can be described. This "character" typically consists of a number of factors that make the district distinctive from other nearby areas. This section explores the "character defining elements" that make Arlington unique. It also establishes the "design guidelines" essential to maintaining that character. In keeping with the organization of the study area, character defining elements and design guidelines are divided between those that pertain to the Village of Arlington and those relating to the portal areas.

Generally, *the challenge in the Village of Arlington is to preserve its original character.* For the portal areas, the challenge is different. The portal areas lack the cohesiveness and well-defined character of the Village. *For the portal areas, there are two basic design challenges. One challenge is to bring more of a sense of cohesiveness and character to these areas than they presently have; the second challenge is to make them more a part of Arlington's original fiber.* If these design guidelines and streetscape plans are successful, there will eventually be a sense of coordination between the Village of Arlington and its portal areas. In this regard, it is the intent of the design guidelines for the *portal areas to provide a sense of entry to the Village*, offering automobile oriented uses that compliment the Village's more pedestrian oriented uses. With regard to the Village area it is the intent of the guidelines to strengthen and reinforce Arlington's sense of identity and serve as a focal point for social interaction.



Figure 5

ARLINGTON COMMUNITY PLAN
 Photograph of Arlington in the 1940's

a. *General Character of Properties in the Corridor*

The heart of Arlington's character can be found in its original Village area. Figure 6 is a plan view of Arlington's existing Village. The Village of Arlington is a compact area, with traditional boundaries extending along Magnolia Avenue only about one block either side of Van Buren Boulevard. Within this area is the essence of a traditional late nineteenth/early twentieth century commercial district, charming for its pedestrian scale, intimate relationship to the street, and the tightly spaced rhythm of its buildings. This character is most pronounced east of Van Buren Boulevard, where more of the original Village has been preserved.

On the *north side of Magnolia Avenue, east of Van Buren Boulevard*, the building edge is strong for the full block to Castleman Street. The only compromises to the edge are a small parking area and former auto repair garage at mid-block, and a gasoline station at Castleman Street. The former fire/police/electrical sub station (now the Assistance League Thrift Shop), while set back from the street, has enough of an urban quality that it contributes positively to Arlington Village's character.

On the *south side of Magnolia Avenue, east of Van Buren Boulevard*, the contemporary Krajian building contrasts sharply with the architecture and massing of other Village buildings. Its unusual setback at Van Buren Boulevard, reserved for future widenings, weakens its impact as a Village building. The block of buildings from this point east to Farnham Place, provide the strongest sense of a "Village." In this area, there are no gaps, setbacks, or inappropriate buildings to mar the sense of a "Village." Across Farnham Place to the east, the sense of a village continues with a small block of five commercial businesses contained in a single building. From that point east to McKenzie Street, the edge drops away with a residential-like brick building that houses a dentist office and the contemporary Union Bank building.

On the *north side of Magnolia Avenue, west of Van Buren Boulevard*, the Village of Arlington presents a rather weak edge. At the corner, a gasoline station has replaced an original block of buildings that once included a very stately bank that anchored the intersection. The inconsistent setbacks and architecture of the gasoline station dilute character of this important intersection. A vacant lot next to Arlington Heating and Air Conditioning creates another "tear" in the fabric of the built-up frontage. Newer buildings housing a Chinese restaurant and various shops bring the sense of a downtown village back into focus, but at the northeast corner of Roosevelt Street and Magnolia Avenue, a Der Weinerschnitzel fast food business creates another blur to the Village's street presence with its parking lot, setbacks, and drive thru lane.

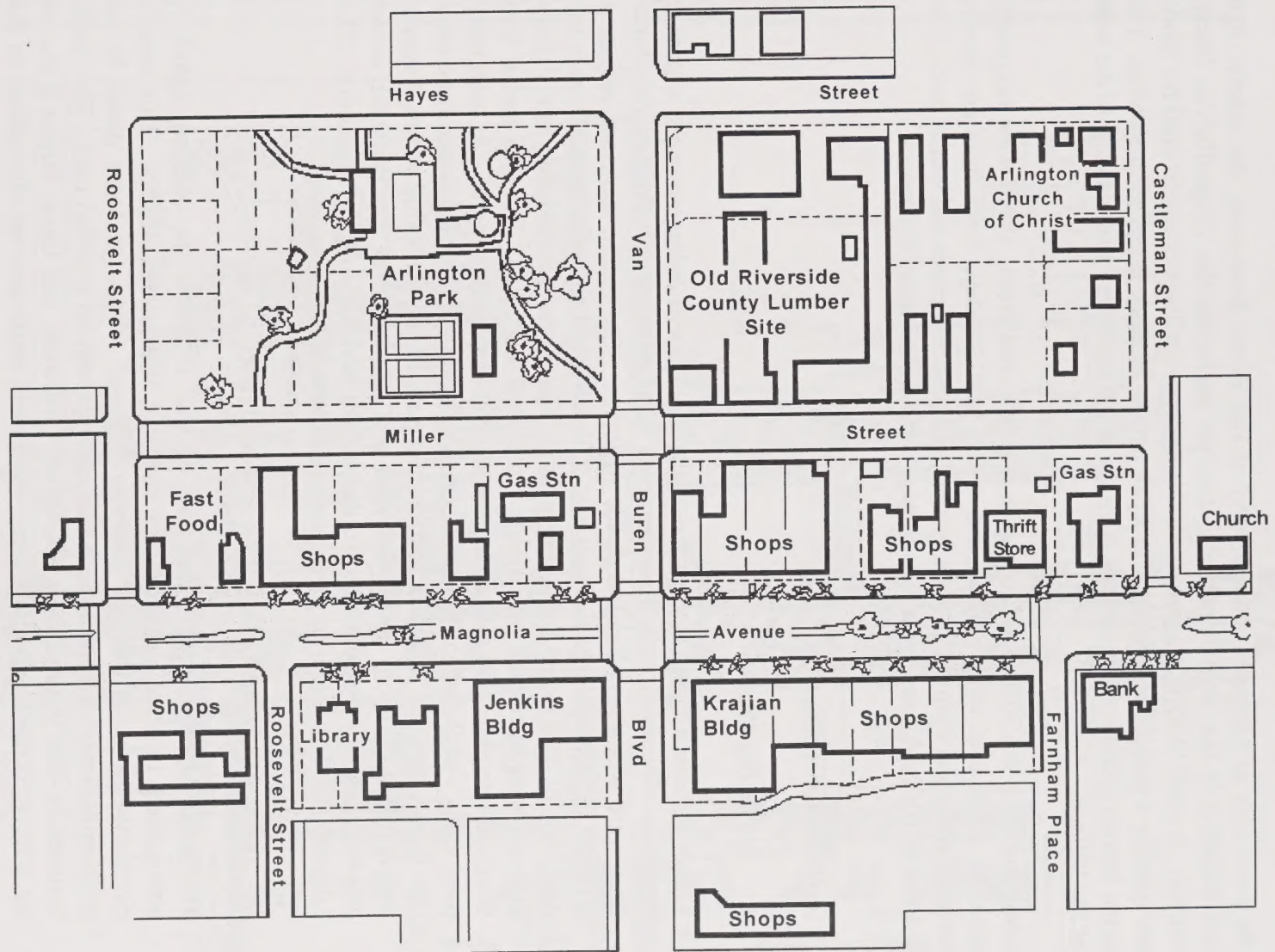


Figure 6

ARLINGTON COMMUNITY PLAN
Arlington Village Today

On the *south side of Magnolia Avenue, west of Van Buren Boulevard*, the stately 1916 Jenkins Building is the most impressive structure anchoring the Magnolia/Van Buren intersection. A small block of shops extends this downtown village character until the fabric is interrupted by a parking lot and an auto repair garage set back from the street edge. The Arlington Branch Library, while set back from the street, provides a historic edge to the west end of the Village.

Radiating out from the Village of Arlington are the portal areas, which were originally occupied by residences, citrus groves, and vacant land. Today, these areas are mostly commercial, office and institutional uses, interspersed with residences and vacant land. The portal areas do not evoke as clear a visual image as does Arlington Village.

b. *A Vision for Arlington*

i. *The Big Picture*

Figure 7 shows a vision for how a revitalized Village of Arlington might appear in the future. The vision recognizes that, even with limited or no widening, Van Buren Boulevard will always tend to divide Arlington. The vision, therefore, assigns a different focus to the nature of uses east of Van Buren Boulevard than it does to the uses west of Van Buren. The area west of Van Buren is envisioned as a slightly greener, more open area with a more public building focus. The area east of Van Buren is intended to be a more intense retail shopping/dining area. At each entry point along Van Buren and Magnolia, gateway signing is proposed to announce entry into the Village and to give definition to the edges. The drawing of this vision is conceptual and should not be analyzed at a detailed level. For example, actual gateways will likely be placed further to the periphery of the Corridors. The following sections describe these east and west Village subdistricts.

ii. *The Shopping Village (East of Van Buren)*

The major strength of the area east of Van Buren is the existing tight-knit arrangement of buildings forming a cohesive Village-like district. This area is envisioned to be an intense “shopping Village,” where the focus would be on restaurants, retail establishments, and other pedestrian oriented uses. The block bounded by Van Buren Boulevard, Miller, Castleman, and Hayes Streets is shown for a future commercial/office area. Additional retail uses are also shown to the south of the Magnolia/Van Buren intersection.

Arlington Park *

Extend existing park south, so that it has a monumental "window" on Magnolia, and continues across Magnolia to engage the existing library. Develop an overall park-like character, with freestanding buildings set within it. Try to relocate new branch library to this area, along with a community center or meeting room. Community celebrations can be held on "The Lawn"

Arlington Shopping Village

Develop area east of Van Buren as walkable shopping village, comprised of three parallel streets - Magnolia, Miller, and "The Alley". Emphasize easy district parking and pedestrian linkages, especially across Magnolia. Promote convenience shopping and restaurants/cafes with sidewalk dining.

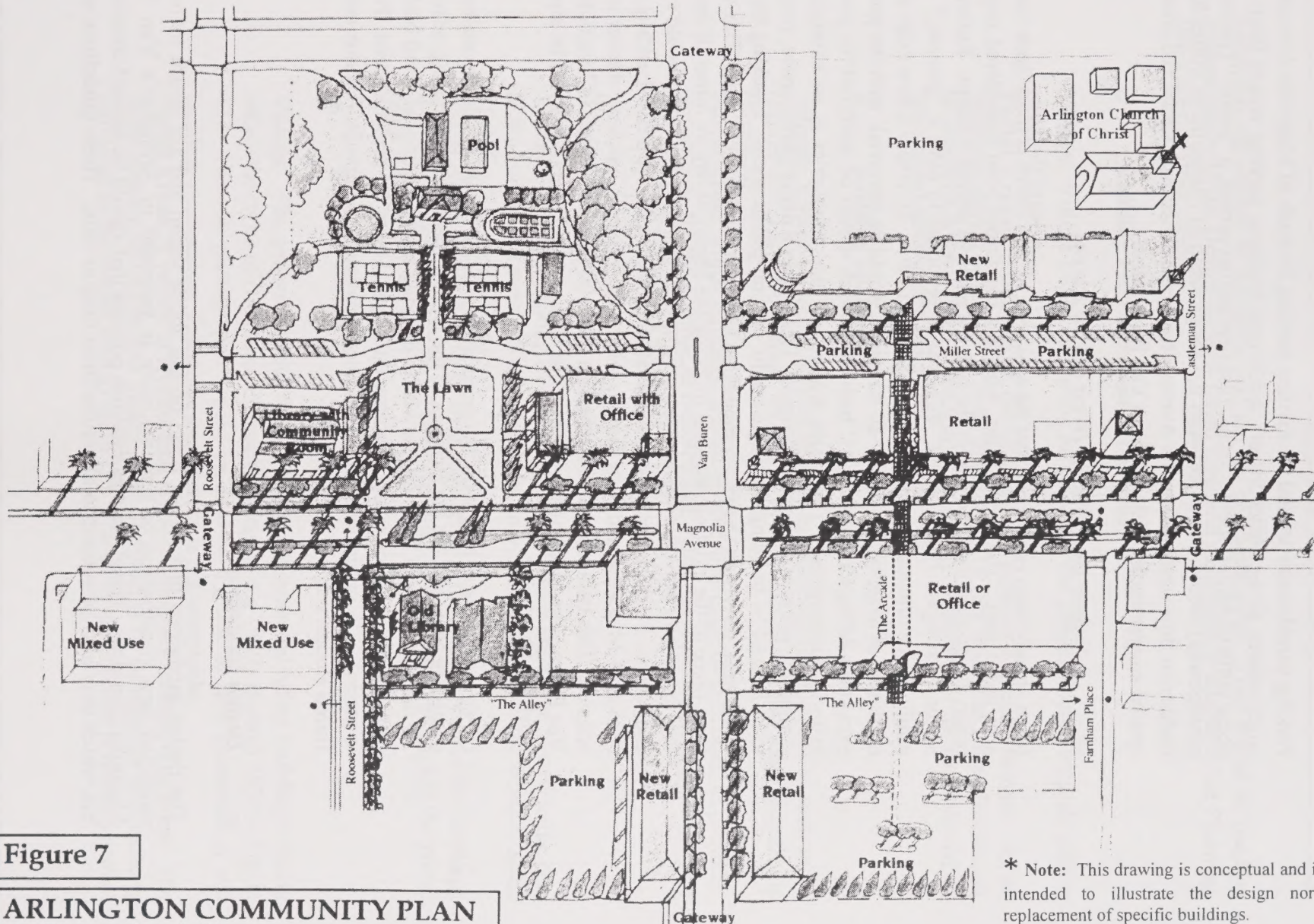


Figure 7

ARLINGTON COMMUNITY PLAN A Vision for Arlington

* Note: This drawing is conceptual and is not intended to illustrate the design nor the replacement of specific buildings.

Parking would center around the existing parking lot south of Magnolia Avenue and angle spaces along Miller Street. Additional business parking would likely also occur north of Miller Street. To facilitate pedestrian access, a “paseo” (pedestrian passageway) would extend between the shops south of Magnolia to Miller Street. Pedestrian flow across Magnolia Avenue could be handled with signalized crossing, spaced an appropriate distance from Van Buren Blvd.

iii. *Arlington Park District (West of Van Buren)*

It has already been established that the area west of Van Buren is more open than the area to the east. The vision takes, what has heretofore been considered negative urban design qualities, and makes them into a positive design concept. Referred to as the “Arlington Park District” this area is proposed to have a “greener,” more public space orientation, centered on Arlington Park. To create a new edge on the north side of Magnolia, virtually all buildings would be removed, with the possible exception Arlington Heating/AC building, which should be analyzed for possible historic preservation. The major feature of this subdistrict is an extension of Arlington Park out to Magnolia Avenue. This creates a major public space, proposed to be flanked by buildings having a public or semi-public focus. Flanking the park to the west, the vision shows a combination library/community building. This would be in place of the existing proposal to locate the library at Myers Street. If locating the library here proves infeasible, some form of community building should still be considered. Flanking the park to the west, the vision calls for a new building at the corner of Magnolia and Van Buren, where the existing gasoline station is now situated. This building would strengthen the “100 percent” corner of Magnolia and Van Buren, now weakened by the gasoline station. Angle parking would be provided in Miller Street.

On the south side of Magnolia, the green setback of the library would be retained and complimented with the landscaping of the front setback of the building next-door. To the south of this frontage, the vision drawing shows additional retail buildings facing Van Buren Boulevard, to bolster the “critical mass” of the subdistrict. Parking is proposed to occur behind the buildings fronting on Magnolia Avenue and Van Buren Boulevard.

c. *Design Guidelines*

The design guidelines that follow build on the above vision and are meant to be used whenever new construction or remodel work is proposed in Arlington’s Van Buren/Magnolia Corridors. The guidelines establish policies that should be applied consistently, but which may also be subject to alteration from time to time. These guidelines address

items that are unique to Arlington and are not comprehensive. They are to be used in conjunction with the Design Review Board's general guidelines available at the Planning Department's front counter.

i. Building Placement and Orientation

Village: Village buildings should be placed at the property line along all public streets (Figure 8).

Portal Areas: Except where the zoning code requires a greater setback, portal buildings should be placed no more than five to 15 feet from Van Buren Boulevard or Magnolia Avenue. The entire space between the building and the street should be landscaped or developed as a plaza (Figure 10).

ii. Building Spacing

Village: Village buildings should be situated immediately adjacent to each other (Figure 8). Larger buildings should be broken into pedestrian scale storefronts (Figure 9).

Portal Areas: Portal buildings should be placed as close to each other as possible. Separations for the purpose of required side yards, driveways, parking, plazas, and the like are acceptable (Figure 10).

iii. Parking

Village: Off-street parking in the Village of Arlington should be placed to the rear of the buildings it serves. There should be no off street parking to the fronts or sides of Village buildings (Figure 8).

Portal Areas: Parking in portal areas may occur to the sides or rears of the buildings it serves. There should be no off street parking to the front of buildings in the portal areas (Figure 10).

iv. Building Design

Village: The general architecture of Village commercial/office buildings should reflect the styles of commercial/office buildings of the 1900's through 1930's (Figure 11). Historic photographs should be used as a guide to new construction and building renovations. Franchise architecture is not acceptable.

Portal Areas: A variety of architectural styles is acceptable in the portal areas. The main concern should be that buildings be designed to be compatible with existing buildings in the overall area (Figure 12). Franchise architecture is not acceptable.

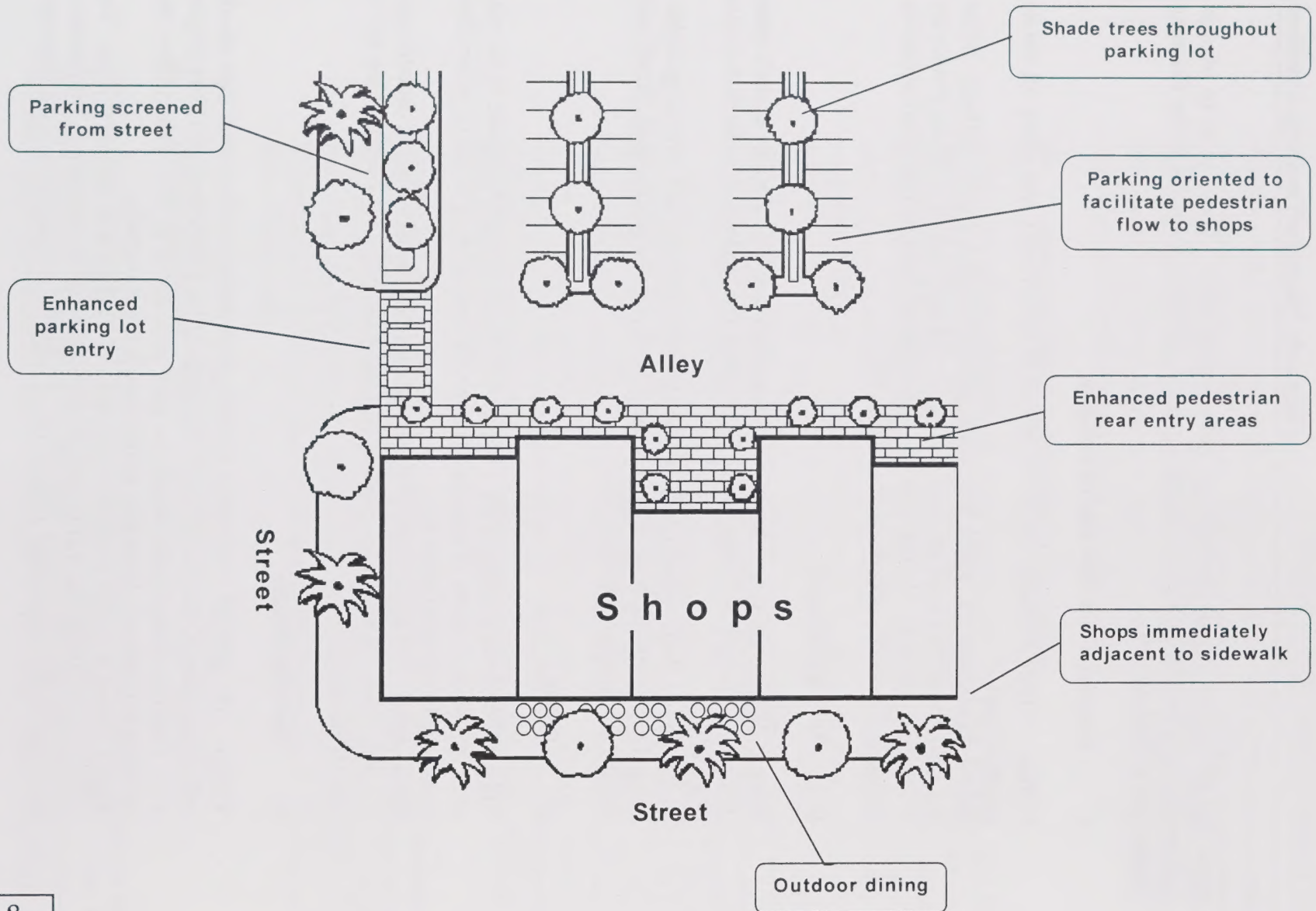


Figure 8

ARLINGTON COMMUNITY PLAN
Village Site Design Guidelines

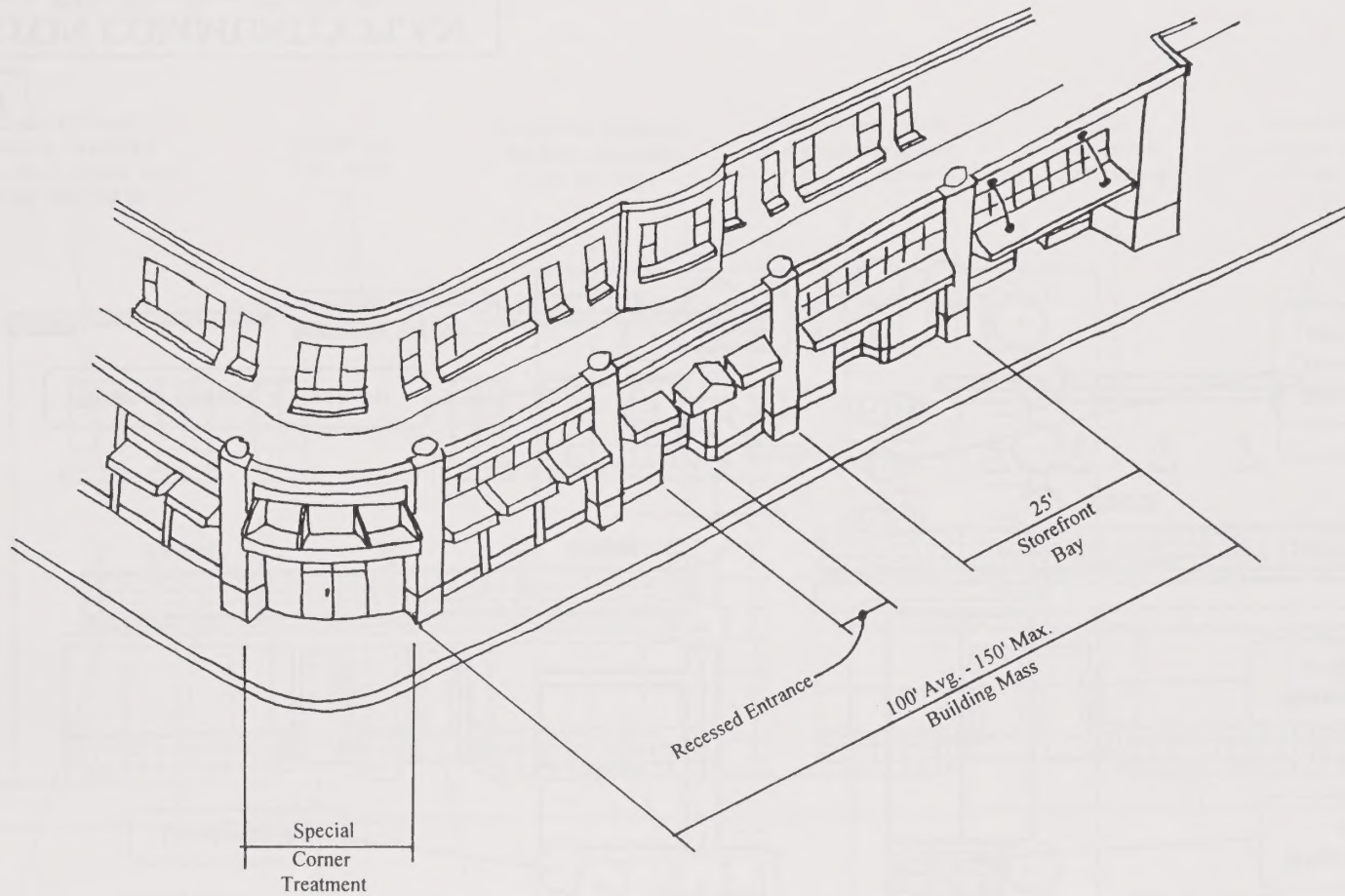


Figure 9

ARLINGTON COMMUNITY PLAN
Creating Pedestrian Scale for Larger Buildings

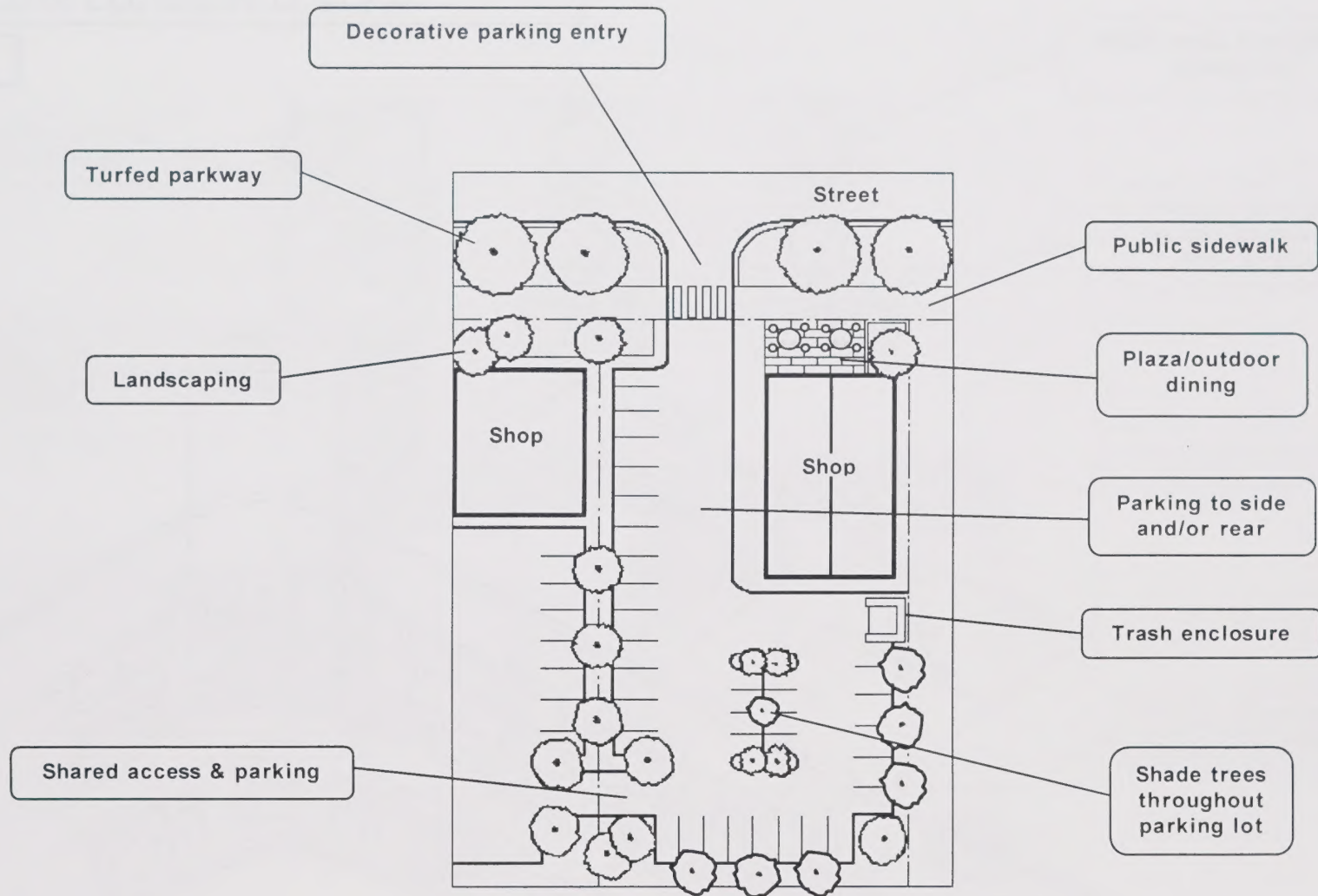


Figure 10

ARLINGTON COMMUNITY PLAN
Portal Area Site Design Guidelines

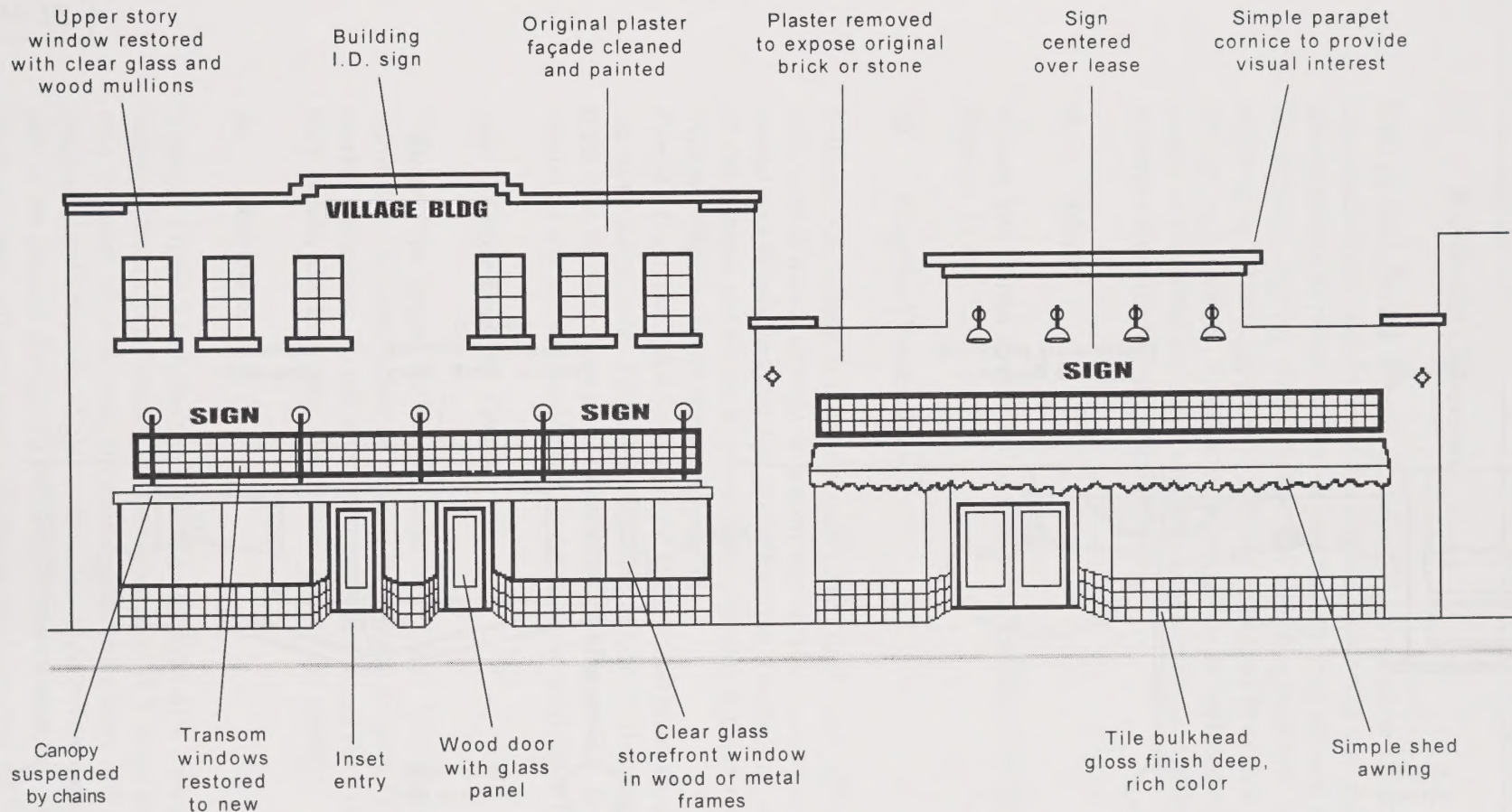


Figure 11

ARLINGTON COMMUNITY PLAN
Village Building Design Guidelines

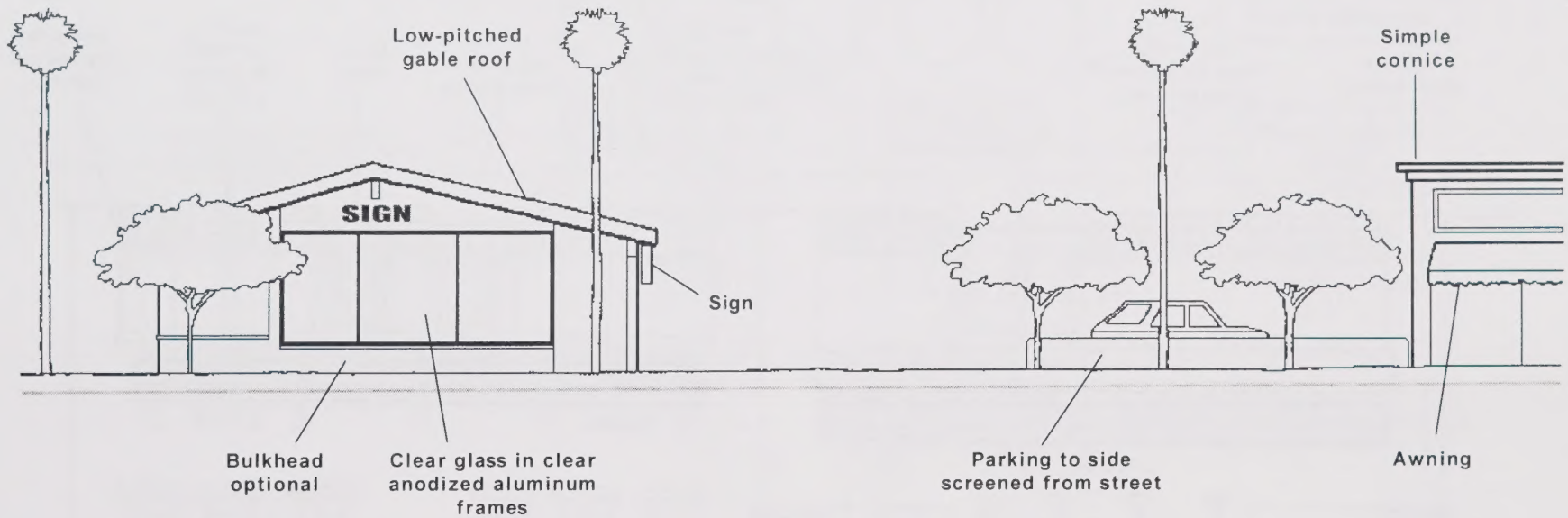


Figure 12

ARLINGTON COMMUNITY PLAN
Portal Area Building Design Guidelines

v. Residential Conversions

Village and Portal Areas: Residences proposed to be converted to office or commercial uses, should retain the original residential character and style. Parking should always be placed in the rear yard and the front setback should be lawn-based landscaping. Signing should be low key and integrated into the architecture and/or landscaping. Handicapped access should be hidden from view or integrated into the site or architecture. Residences proposed to be replaced with new construction should be evaluated for historic/architectural significance and, if possible, relocated to vacant properties in the Arlington area.

vi. Height

Village and Portal Areas: Village and portal buildings should be one or two stories (Figures 11 and 12).

vii. Roofline/Cornice Area

Village: All Village buildings should have “flat” roofs with parapets extending a sufficient distance upward to screen mechanical equipment. The parapet shape should be a simple, angular design emphasizing a horizontal orientation. At the top of the parapet should be a cornice that provides a plane change. The design of Village cornices should be simple (Figure 11).

Portal Areas: The guide for roof style in the portal areas should be the character of the surrounding area. Pitched roofs are acceptable in the portal areas and, for these types of buildings, a cornice is not appropriate (Figure 12). Buildings with flat roofs should have a simple cornice consistent with the guidelines for Village buildings.

viii. Upper Building Facade

Village: The upper building facade of Village buildings should be a simple minimally decorated space to be used for signage (Figure 11).

Portal Buildings: To the extent that portal buildings have upper building facades, they should also be simple, uncluttered spaces for signage.

ix. Storefront

Village: Figure 11 shows the essential elements of a Village Arlington building. Working from top to bottom, the storefront area of Village buildings should consist of a transom window area, storefront glass/entry area, and a bulkhead area. The transom should be made of glass, framed in wood or lead came. If a transom was not part of the original design of a building, it may be omitted. The storefront should be made of clear, untinted glass offering an unobstructed view into the space within.

Window framing should be wood or the thinnest possible metal. Standard aluminum storefront framing is not appropriate. The bulkhead should be 24 to 30 inches high and made of glossy tile or glass in a rich, deep color, such as dark green, burgundy, dark blue, or black. Contrasting designs should be non-existent or minimal in these tile areas. The storefront entry should be set back from the front building line; the deeper the entry inset, the better. The entry door should consist of a large pane of clear glass, framed in wood. Hardware should be brass or chrome plated metal designed for a 1920's through 1940's look.

Portal Areas: The same guidelines as apply to Village building storefronts apply to portal area storefronts, except more modern materials, such as standard aluminum storefront mullions, may be used. Many portal buildings will also not have a transom area. Bulkheads will also sometimes be absent (see Figure 12).

x. *Backs of Buildings*

Village: Most rear building rears will only need a “clean-up, fix-up” approach to improvement. This would consist of concealing mechanical equipment and wiring, cleaning brick, (no sandblasting), and installing signing, plantings and the like to project a welcoming appearance. To further enhance a welcoming appearance doors and windows should be made transparent through the use of clear glass (see Figure 13).

Portal Areas: To the extent that rear elevations are visible on portal buildings, the main approach should be to break large wall masses with architectural features appropriate to the main design of the building.

xi. *Awnings and Canopies*

Village Awnings: Awnings can help enhance the architecture of a building, but they can also clash with a building. Village of Arlington awnings should:

- Be of a simple standard or “shed” design consistent with designs typically in use in early Arlington (see Figure 14).
- Be made of cotton duck fabric with a solid muted color or striped design complimentary to the building colors.
- Be used as a shading device, not a source of (no back lighting
- Be as unobtrusive as possible, maintaining the view to as much of the building’s architecture as possible.
- Fit the size and shape of each window area to be shaded.

Portal Awnings: In portal areas the same guidelines apply except greater flexibility can be used regarding awing shapes (Figure 15). The main criterion should be that the awning compliment the architecture.

Village and Portal Canopies: Unlike awnings, which are typically cloth, canopies are made of more durable materials, intended to last the life of the building. Canopies should:

Downtown Arlington Typical Rear Facade Improvement Concept

After

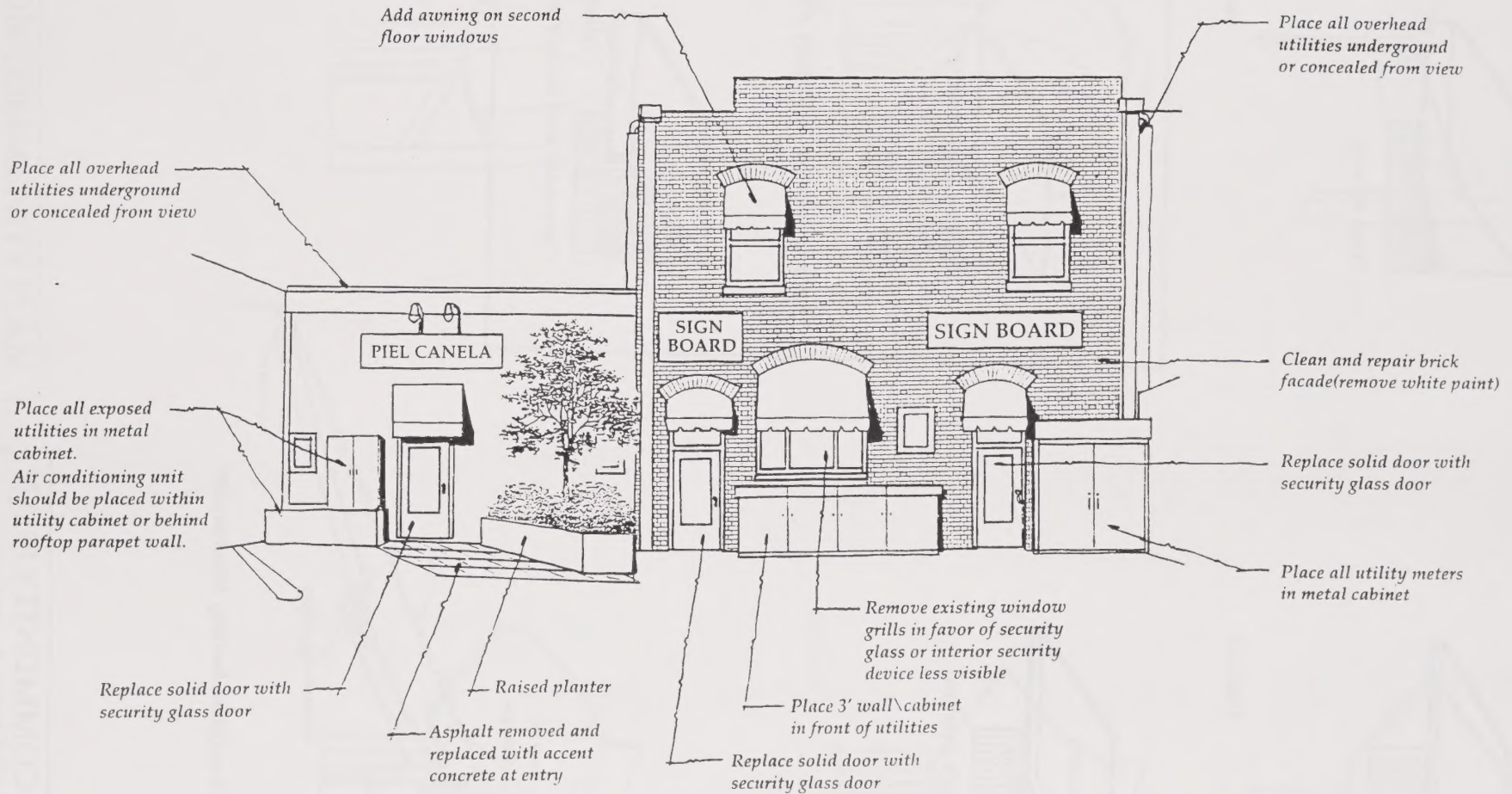
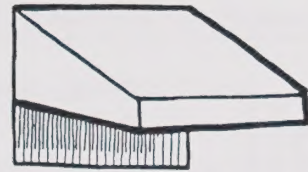


Figure 13

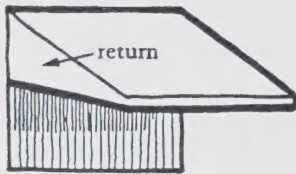
ARLINGTON COMMUNITY PLAN
Typical Improved Village Rear Facade



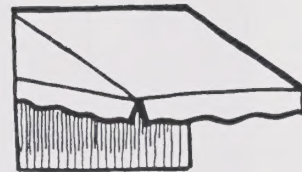
Open-sided



Fixed valance



Closed with a return

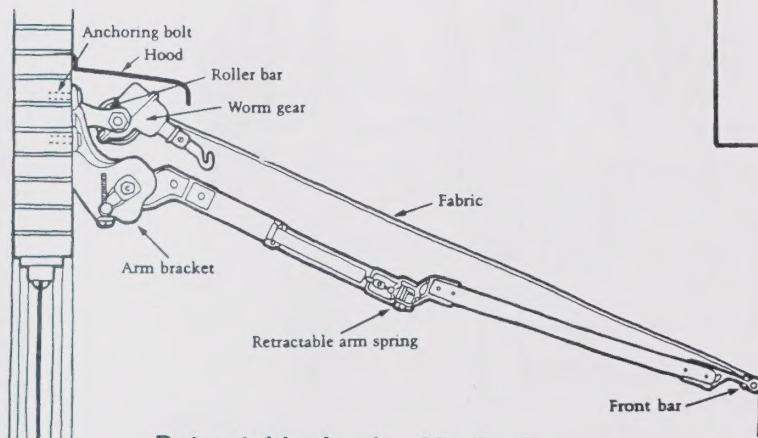


Free valance

Appropriate for Arlington Village



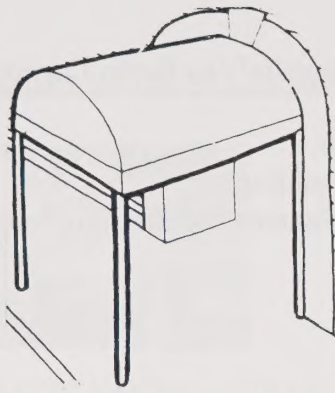
Open-sided with valance drop



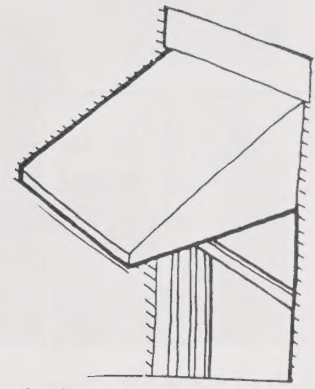
Retractable Awning Mechanism

Figure 14

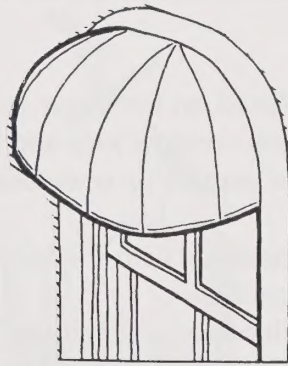
ARLINGTON COMMUNITY PLAN
Standard "Shed" Style Awning



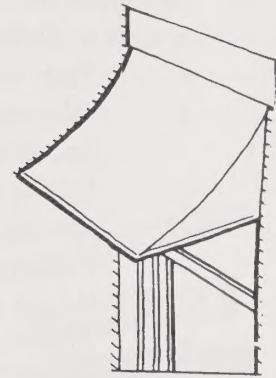
Marquee



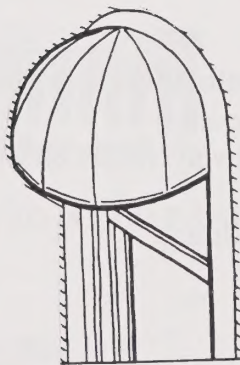
Standard



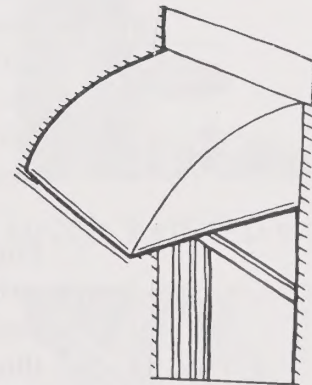
Bullnose



Concave



Dome



Convex

Figure 15

ARLINGTON COMMUNITY PLAN
Various Types of Awnings

- Be fixed immediately above the storefront glass.
- Be unobtrusive and sized in proportion to the building.
- Include detailing in the fascia area that compliments the detailing on the remainder of the building.

xii. Signs

Downtown: Signs in the Downtown area should reflect the styles and technology of the 1900's through the 1940's. Figure 16 illustrates appropriate and inappropriate sign types for Downtown Arlington. The following criteria should be applied in the review of Downtown Arlington signs:

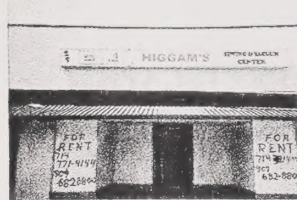
- *Size:* As allowed by the sign code.
- *Placement:* The primary I.D. sign should be placed on the upper facade. Secondary signing can be applied to the storefront window area and hung below a canopy or awning. A sign can also be painted or sewn onto an awning.
- *Colors:* Sign colors should be subtle and harmonious with the building. Bright colors should be limited to accents and detailing.
- *Illumination:* With the exception of neon signs, illumination should be from an exterior source. Acceptable sources of illumination would include up-lighting hidden by a canopy, gooseneck lamps with historic enameled shades, and general building facade lighting.
- *Appropriate Types:*
 - Signs painted directly on the building wall.
 - Individual letters made of metal, painted Styrofoam or wood.
 - Enameled or painted metal.
 - Painted wood.
 - Old style metal canister signs constructed entirely of sheet metal with painted or enameled copy highlighted in neon.
 - Gold leaf lettering, painted letters or die cut vinyl letters on windows
- *Inappropriate Types:*
 - Projecting signs, that are historic to the building.
 - Canister signs with plastic facings.
 - Illuminated channel letters.
 - Cut-out plastic letters.
 - Freestanding signs.

Portal Areas: The design guidelines for signs in the portal areas are the same as apply to other areas of the City. These guidelines are found in the City of Riverside Design Review Guidelines.

EXAMPLES OF INAPPROPRIATE TYPES OF SIGNS



PLASTIC FACED LETTERS



PLASTIC FACED CANS



FREESTANDING SIGNS

EXAMPLES OF APPROPRIATE TYPES OF SIGNS



PERIOD STYLE
PROJECTING SIGNS



PAINTED AWNING SIGNS



WOOD/METAL LETTERS



PAINTED WOOD PANEL



PAINTED ON BUILDING



CARVED, PAINTED WOOD



NEON OVER PAINTED
WALL SIGN



UNDER-CANOPY
HANGING SIGNS



VINTAGE NEON CANISTER

Figure 16

ARLINGTON COMMUNITY PLAN
Appropriate & Inappropriate Signs for the Village of Arlington

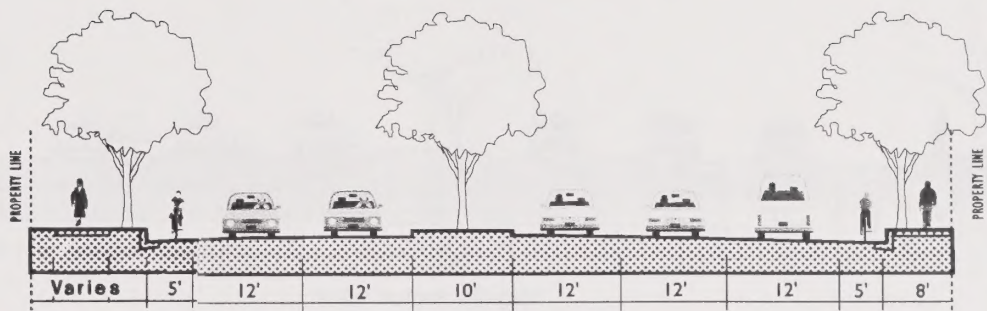
6. DESIGN GUIDELINES FOR STREETSCAPE

a. *General Character of Corridor Streetscape*

Magnolia Avenue: Magnolia Avenue in the study area is presently a four lane arterial with a median, two travel lanes in each direction, and parallel parking along both sides. Its predominant width is 132 feet, which includes about 80 feet for travel lanes, parking, a median, and approximately 26 feet on each side for sidewalks, tree wells, and/or parkway (see Figures 18 and 20, “Existing”). Magnolia Avenue is shown on the general plan as a planned 120 foot wide major arterial. The cross section of this type of plan provides for six travel lanes, median and parking taking up the center 100 feet of the street, with parkways and sidewalks taking up 10 feet on each of the sides. As a “Scenic Boulevard”, however, the actual right of way take is planned to be 154 feet, with the extra dedication devoted to additional landscaped space in the median and/or parkways (see Figures 18 and 20, “General Plan”). While most of Magnolia Avenue in the study area is dedicated and improved at the old 132 foot width, some dedications have been taken to the 154 foot width. In most of these areas of wider dedication, the improvements have been left at the old configuration so as to avoid the disruptive look of irregular changes in curb location. In a few areas, such as at the mini-mall at Everest Avenue, both the dedication and improvements have been implemented.

Arlington’s village-like sense of scale lies in its essential character as an intimate, pedestrian scale district. If Magnolia Avenue is expanded from a 132 foot-wide 4-lane arterial to a 154 foot-wide 6-lane arterial as planned, this character would likely be significantly diminished. Under the existing General Plan, dedications are taken to the 154 foot cross-section as each development or land entitlement occurs. Not only is a 4-lane configuration a better *urban design* solution for Magnolia Avenue, the traffic engineering feasibility of a 4-lane cross section has also been established with the Magnolia/Market Corridor Study. In fact, the Magnolia/Market Corridor Study recommends reducing the planned width of Magnolia Avenue to a 132 foot-wide, 4-lane configuration for the majority of Magnolia’s length. Figures 18 and 20 show the proposed cross section entitled “Community Plan Proposed.”

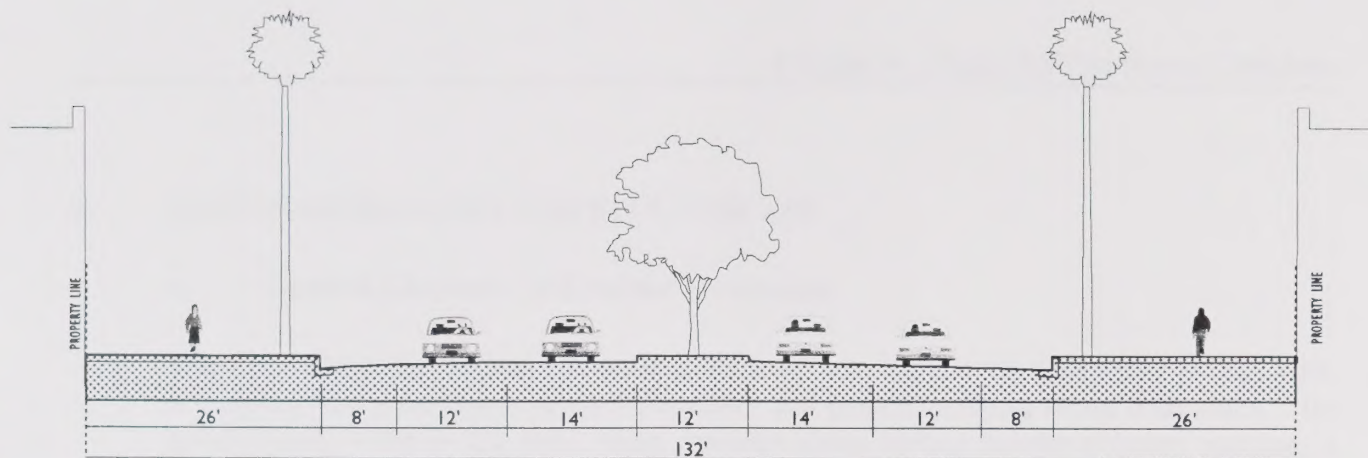
Van Buren Boulevard: Figure 17 shows an interim street widening of Van Buren Boulevard, proposed for implementation early in the 2000's. This is an interim widening that falls short of the General Plan’s proposed cross section. Figures 19 and 21 show various existing and planned cross-sections for Van Buren Boulevard. Presently, Van Buren is a four lane arterial with a center left turn lane, but no median. For most of Van Buren’s length in the study area travel lanes extend curb-to-curb leaving no buffer for parking or bicycle



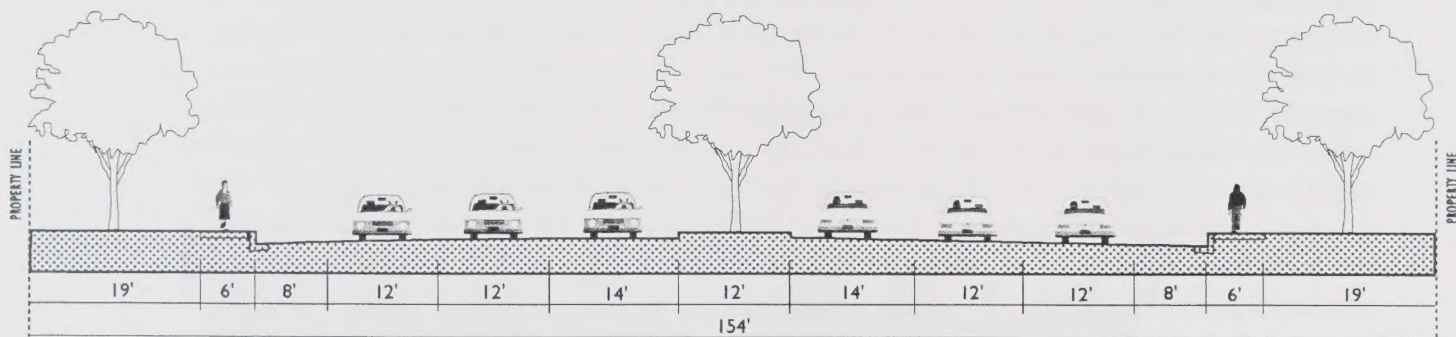
Van Buren Boulevard
Proposed Widening
 Andrews Street to Magnolia Avenue
 (Looking North)

Figure 17

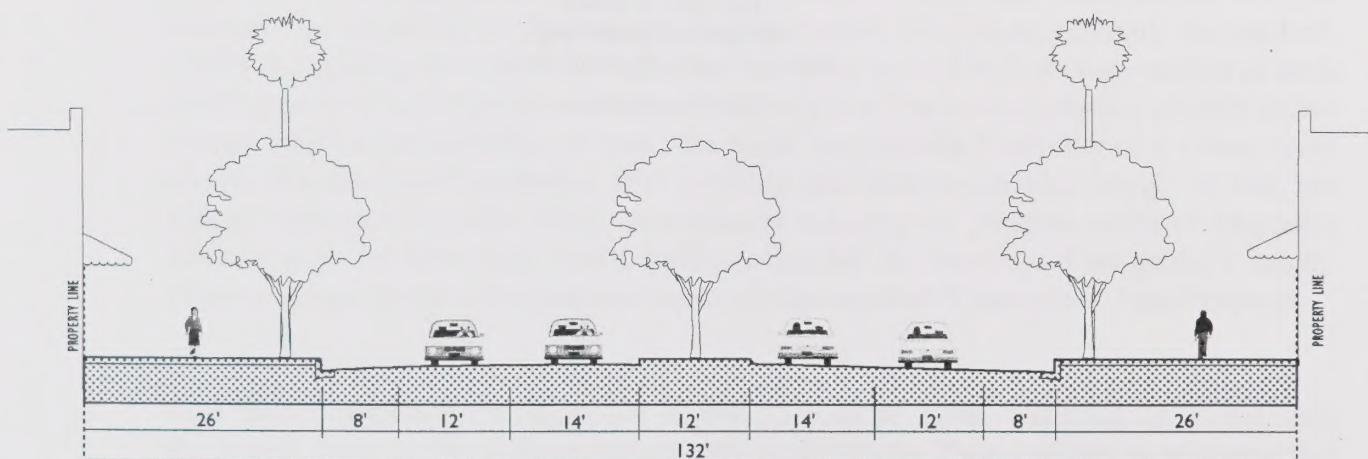
ARLINGTON COMMUNITY PLAN
 Van Buren Widening Street Cross-Section



Magnolia Avenue Village
Existing (Typical)



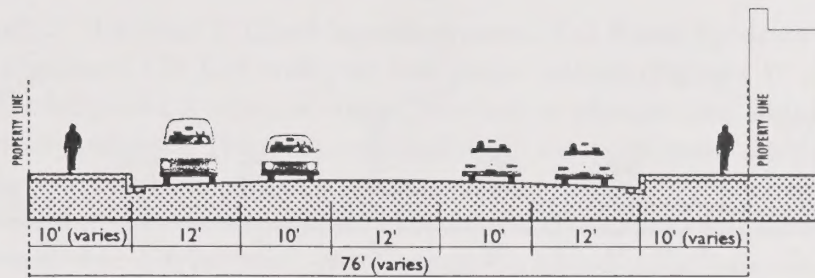
Magnolia Avenue Village
1994 General Plan



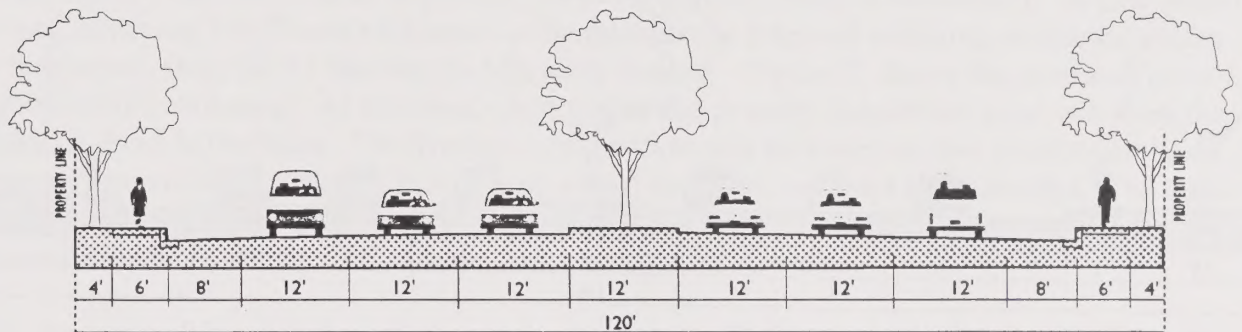
Magnolia Avenue Village
Community Plan Revised

Figure 18

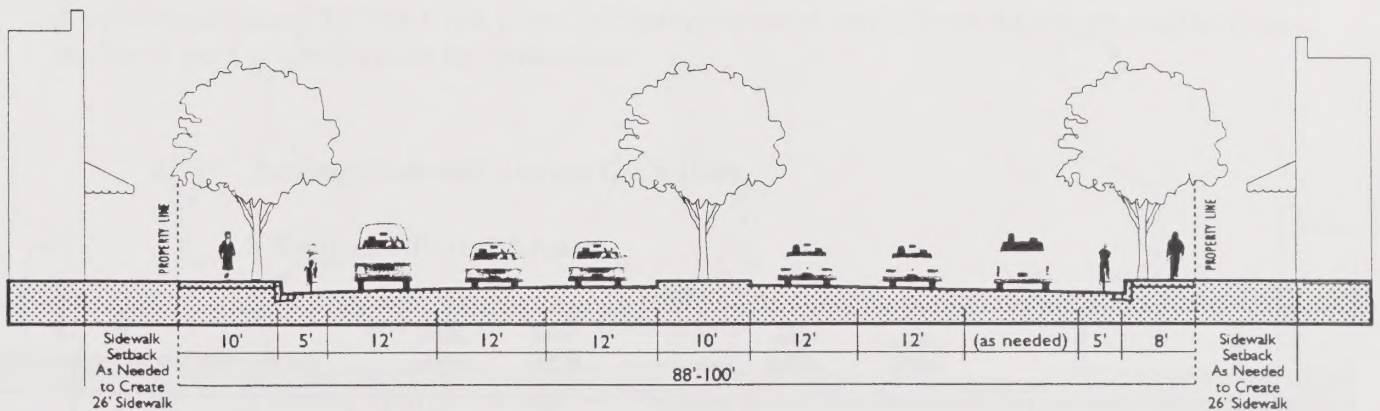
ARLINGTON COMMUNITY PLAN
Magnolia Village Street Cross-Sections



Van Buren Boulevard VILLAGE
Existing (Typical)



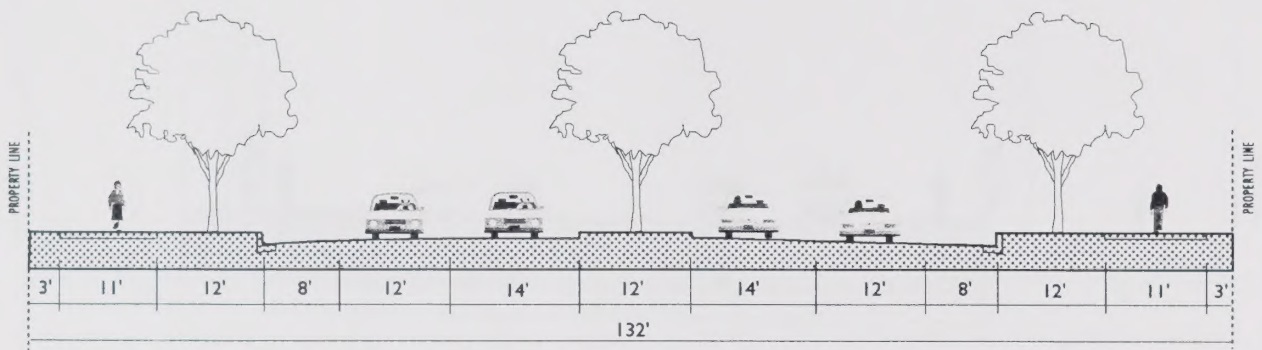
Van Buren Boulevard VILLAGE
1994 General Plan



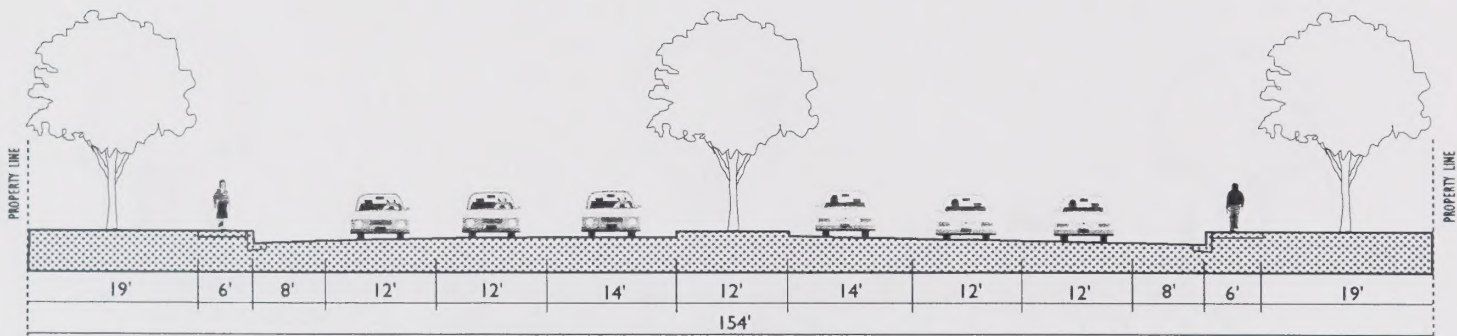
Van Buren Boulevard VILLAGE
Community Plan Revised

Figure 19

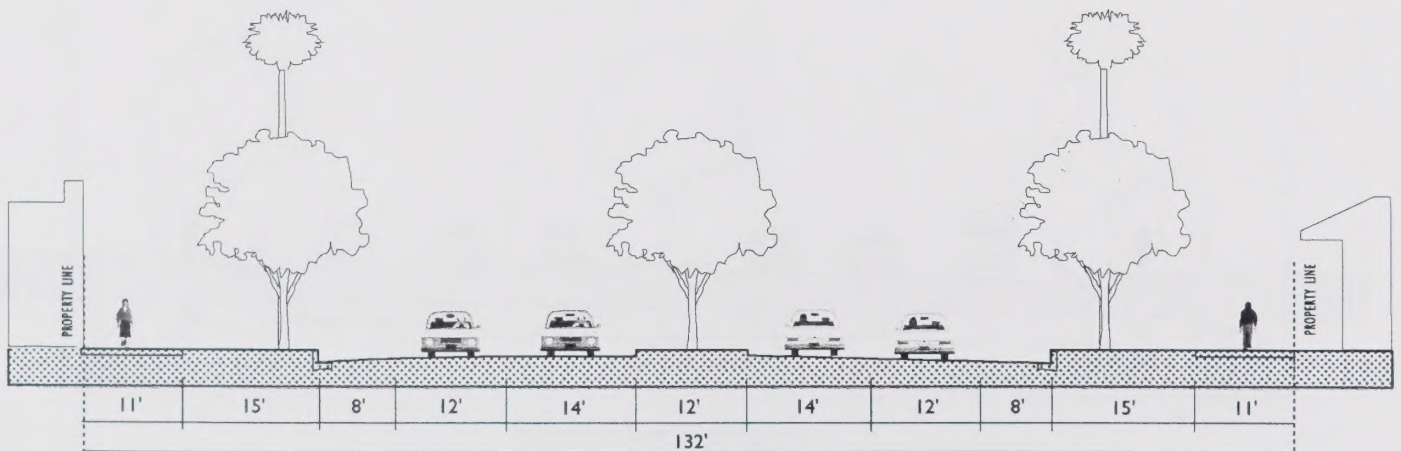
ARLINGTON COMMUNITY PLAN
Van Buren Village Street Cross-Sections



Magnolia Avenue PORTALS
Existing (Typical)



Magnolia Avenue PORTALS
1994 General Plan



Magnolia Avenue PORTALS
Community Plan Revised

Figure 20

ARLINGTON COMMUNITY PLAN
Magnolia Portal Street Cross-Sections

travel (Figures 19 and 22, “Existing”). Like Magnolia Avenue, Van Buren Boulevard is shown on the general plan as a planned 120 foot wide, six lane major arterial (Figures 19 and 21, “1994 General Plan”). Unlike Magnolia Avenue, however, there are no plans to take additional right-of-way for aesthetic parkway purposes. The cross section of a 120 foot wide major arterial calls for the 100 foot wide area between curbs to consist of six travel lanes, median and parking. Beyond the curb face, parkways and sidewalks take up 10 feet on each side. While the 1994 General Plan calls for Van Buren Boulevard to be 120 feet wide, past General Plans have called for a variety of widths, and this is reflected in a considerable range of existing rights-of-way. At various places in the study area there are rights-of-way from centerline of 40 feet, 44 feet, 47.5 feet, 55 feet, and 60 feet.

While the 1994 General Plan’s six lane configuration, will help with traffic flows, it will, unfortunately, also diminish an important part of Arlington’s sense of community. A first stage toward achieving Van Buren’s six-lane configuration is the proposed widening mentioned earlier in this report, from the 91 Freeway to Magnolia Avenue. Figure 17 shows the proposed cross-section of this widening. At this time, construction and property acquisition costs will keep the widening down to five lanes. The five lane configuration calls for a median, two southbound lanes, three northbound lanes, a bicycle lane on each side of the street, parkways and sidewalks. The third northbound lane is intended to serve as a transitional lane for traffic heading north from the Riverside Freeway and for traffic turning east on Magnolia Avenue.

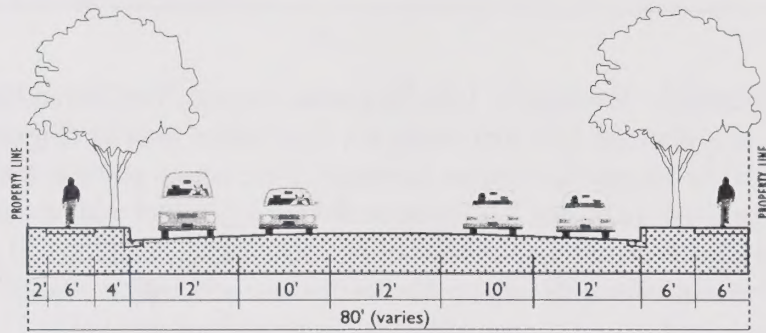
The Van Buren/Magnolia intersection is *the* focal point of Arlington. Unfortunately, as traffic demands have increased, pressures have mounted to add traffic flow capacity with wider and wider street sections. While this may accommodate traffic flows, however, the result to the community is a disintegration of the fabric that gives Arlington a sense of unity. Even the current smaller cross-section is very uncomfortable for pedestrians.

b. Parkway/Sidewalk Design Guidelines

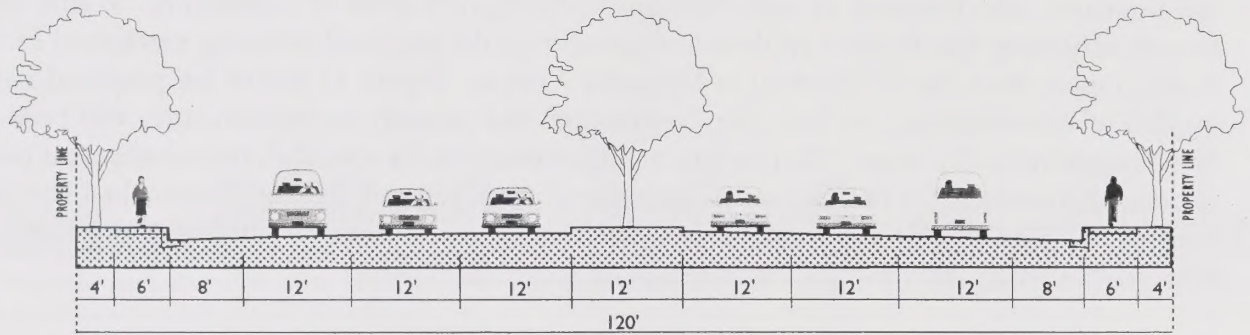
Village and Portal Areas:

i. Parkway/Sidewalk Dimensions

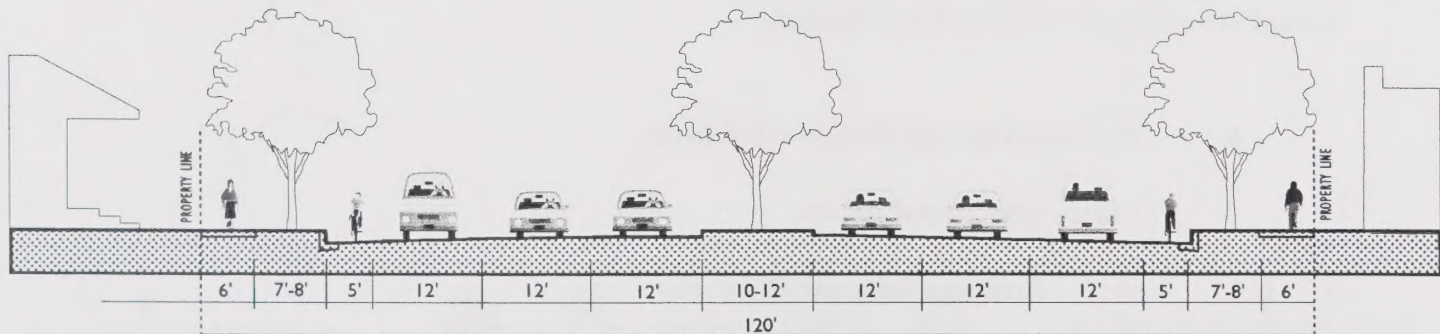
Village: Figures 18 and 19, “Community Plan Revised,” show the street cross-sections for Magnolia Avenue and Van Buren Boulevard in the Village area. Here, the Magnolia sidewalk should be retained at its present 26 foot width, with no separate parkway. Van Buren Boulevard does not have a wide sidewalk at this time, however Figure 19, “Community Plan Revised,” shows how one can be achieved with a combination of right-of-way and a special setback. Because decorative paving is not historic to Arlington, it should be absent or limited to Village of Arlington intersections.



Van Buren Boulevard PORTALS
Existing (Typical)



Van Buren Boulevard PORTALS
1994 General Plan



Van Buren Boulevard PORTALS
Community Plan Revised

Figure 21

ARLINGTON COMMUNITY PLAN
Van Buren Portal Street Cross-Sections

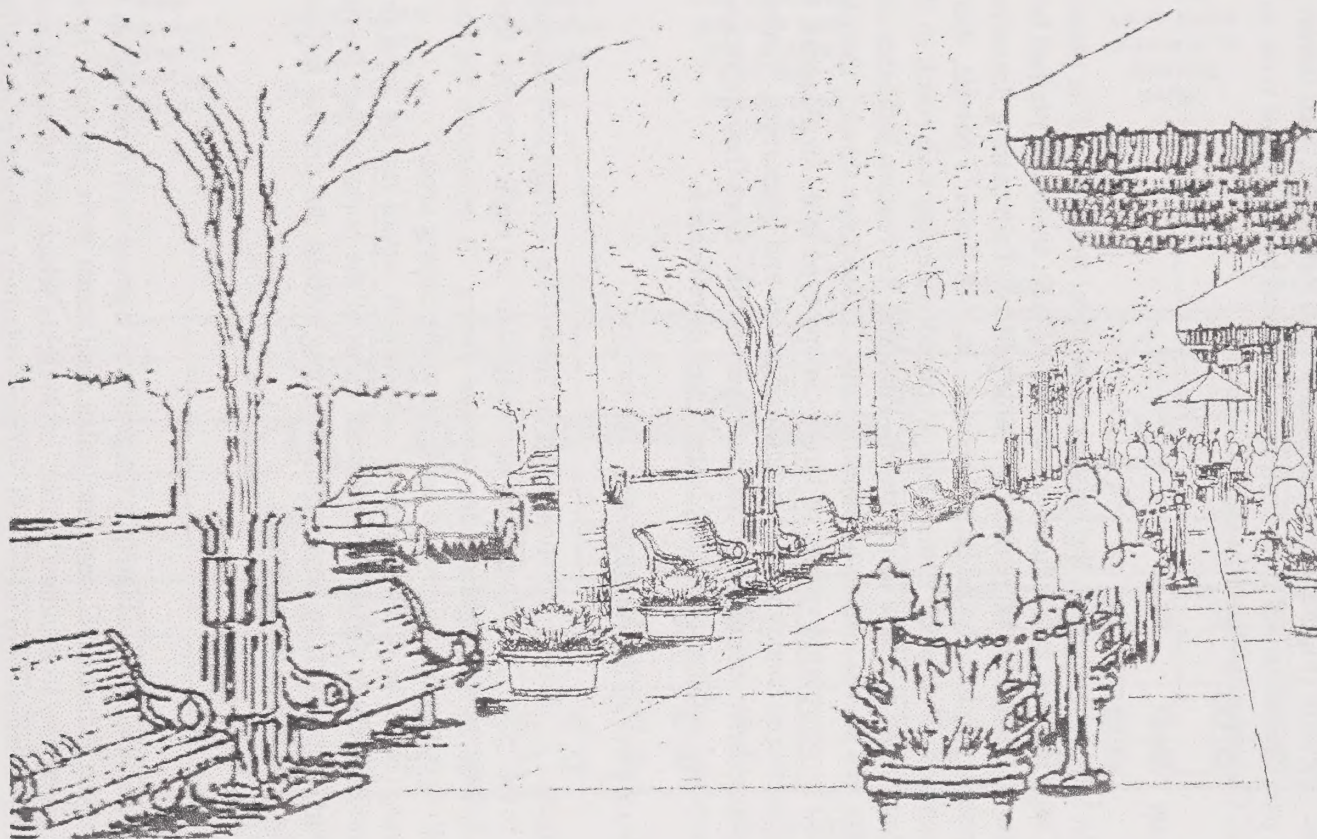


Figure 22

ARLINGTON COMMUNITY PLAN
Perspective of Village Streetscape

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Portal Areas: Figures 20 and 21, “Community Plan Revised,” show the street cross-sections for Magnolia Avenue and Van Buren Boulevard in the Portal areas. Magnolia Avenue portal areas should have a turfed curb-line parkway of approximately 12 feet from curb face followed by an approximately 12 foot wide property line sidewalk (Figure 20, “Community Plan Revised”). Van Buren should have a 6 ½ parkway measured from curb face, followed by a 5 ½ foot wide sidewalk (Figure 21, “Community Plan Revised”).

ii. Street Trees

Village: On Magnolia Avenue, the existing palm street trees should be protected in place and Crape Myrtles, or another lower flowering tree, should be planted between.

Portal Areas: In the Magnolia portals, the same pattern of alternating flowering trees and California Fan Palms should be maintained. In Van Buren’s portals, there is an existing canopy of Evergreen Elms. The proposed widening will result in the loss of all the elms on the east side of the street. Park and Recreation indicates elms are not a suitable tree for relocation or planting new. These trees should, therefore, be replaced with an acceptable variety of larger canopy type tree. In all areas, there is presently some inconsistency in the varieties of palms and other trees. Unless non-conforming trees are causing problems, however, mature trees that are inconsistent with the proposed pattern should not be removed or relocated.

iii. Private Uses of Sidewalk Areas

Village: Figures 22 through 25 show various views of a Village sidewalk scene as envisioned in this plan. Restaurants are encouraged to use eight to twelve feet of the sidewalk adjacent to the storefront for outdoor dining. A minimum six foot clear walking path needs to be maintained adjacent to the dining area.

Portal Areas: Because of the narrower sidewalk, it would not be appropriate to extend private uses onto the public sidewalk areas of the portal areas. Restaurants are encouraged, however, to have outdoor dining within the private setback area immediately adjacent to the sidewalk.

iv. Street Lights

Village: Historically, the Village of Arlington was lighted with street lights having Corinthian style “Marbelite” concrete poles and acorn style globes (Figure 26). These have given way to standard “cobra” style lights which are taller and arch over the street. The existing cobra style lights all have relatively attractive Marbelite poles with decorative arms. In other areas of the City, where shorter historic street

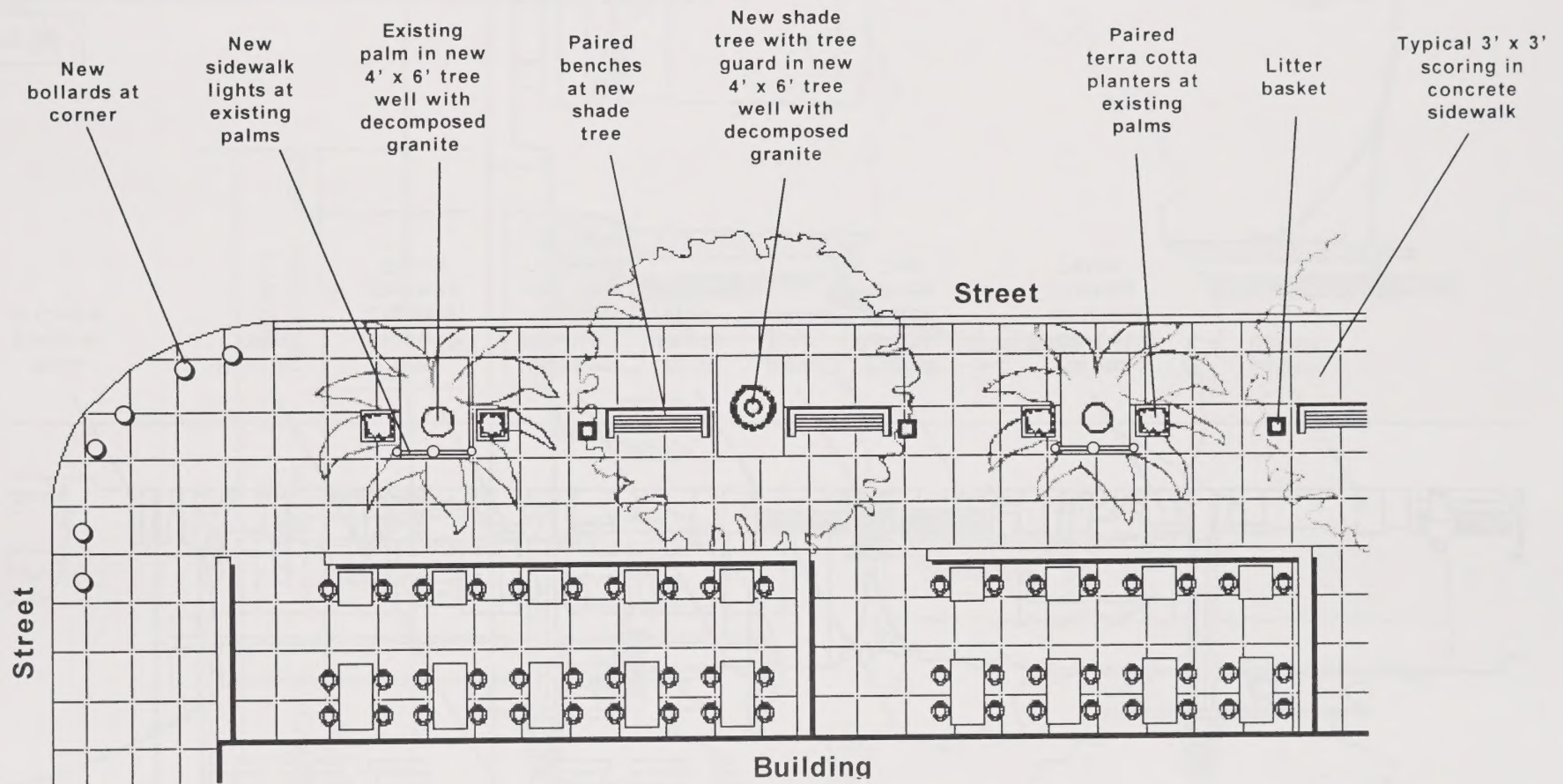


Figure 23

ARLINGTON COMMUNITY PLAN
Plan of Typical Sidewalk Layout in the Village

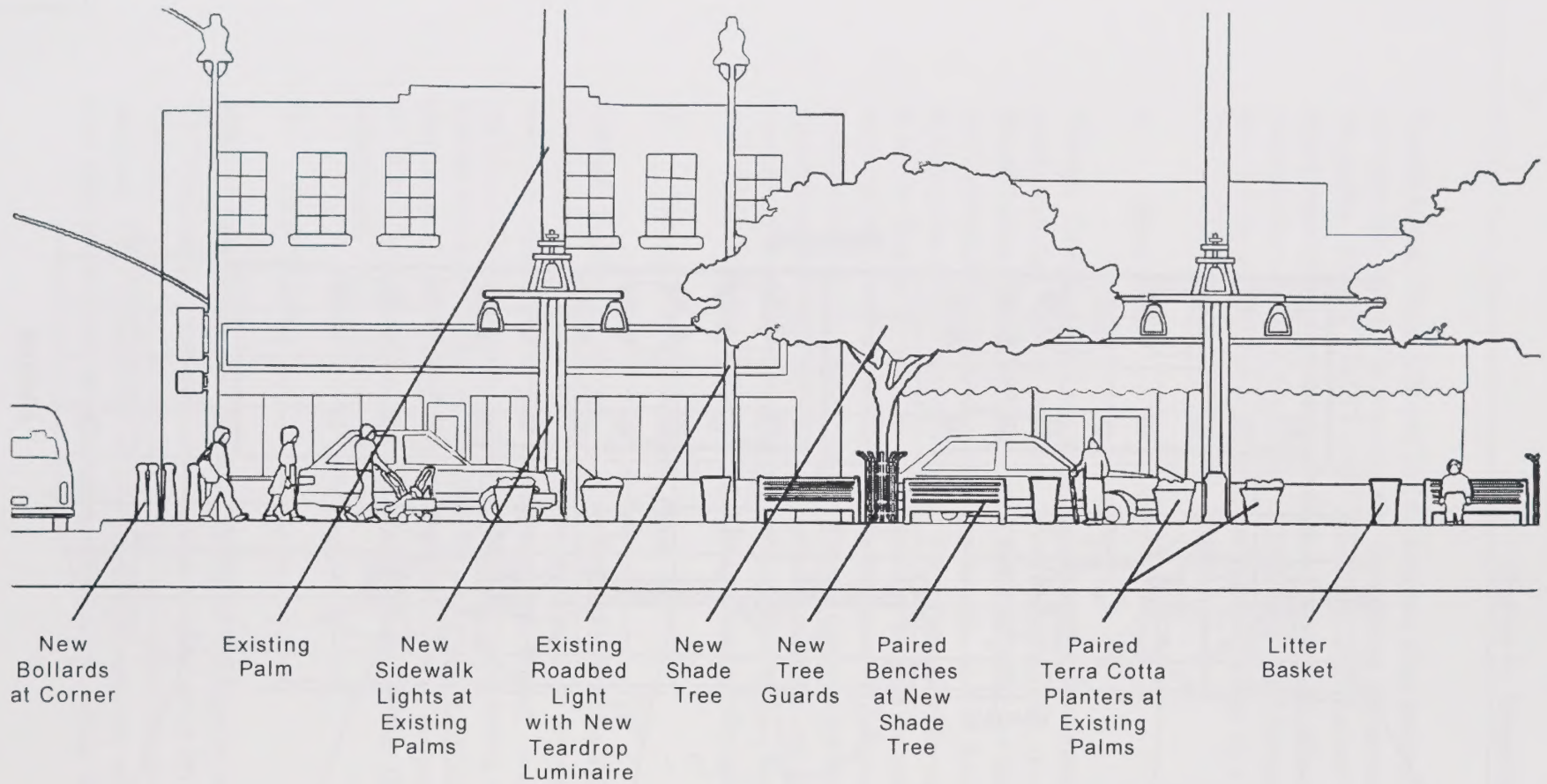


Figure 24

ARLINGTON COMMUNITY PLAN
Elevation of Typical Sidewalk Scene in the Village

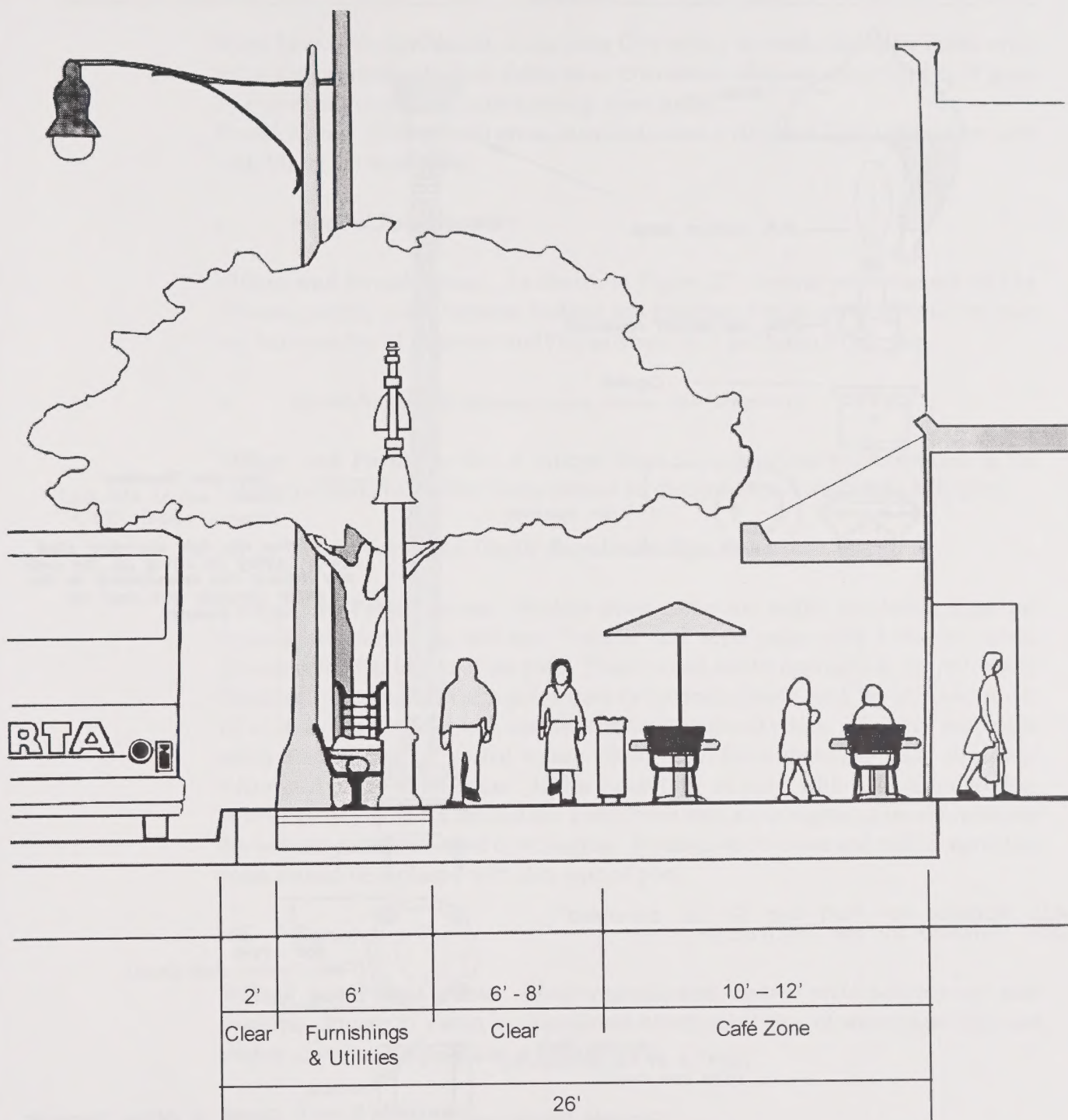


Figure 25

ARLINGTON COMMUNITY PLAN
Cross-Section of Sidewalk in the Village

DETAILS FOR POST TOP STREET LIGHT

NO SCALE

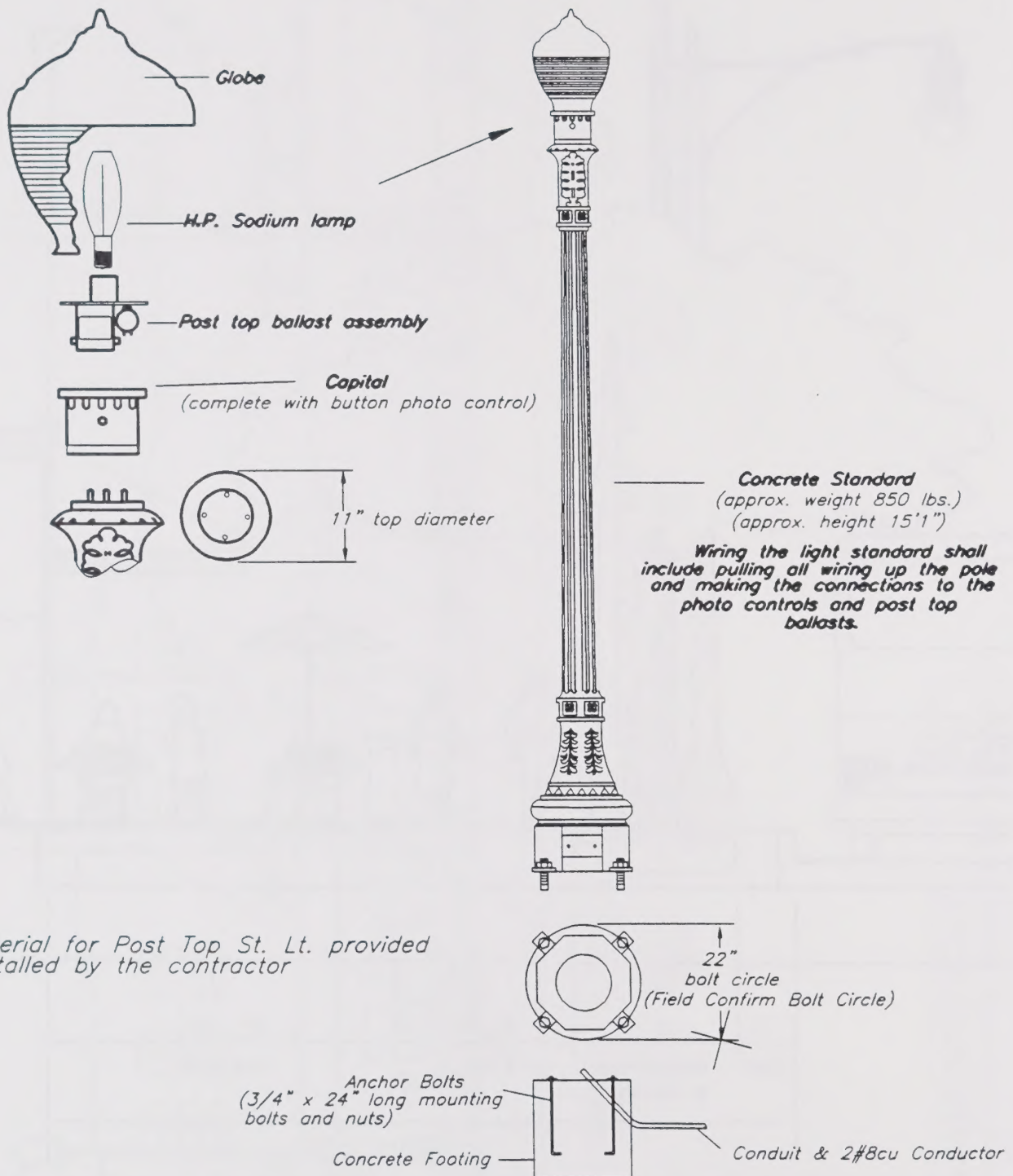


Figure 26

ARLINGTON COMMUNITY PLAN
Historic Street Light Design

lights have been introduced, it has been City policy to retain the taller cobra style lights and intersperse historic lights so as to maintain adequate street lighting. Figure 24 shows this concept of interspersing street lights.

Portal Areas: In the portal areas, standard cobra style street lights should be used with Marbelite style poles.

v. *Vertical Pole Banners*

Village and Portal Areas: As shown in Figure 27, vertical pole banners will be allowed, per city rules, between Jackson and Harrison Streets on Magnolia Avenue, and between the 91 Freeway and Hayes Street on Van Buren Boulevard.

vi. *Street Name Signs*

Village and Portal Areas: A unique street name sign, as recommended in the Magnolia/Market Corridor Study should be designed and installed in Arlington.

vii. *Street Name and Traffic Regulation Sign Poles*

Village and Portal Areas: Modern street name and traffic regulation signs are typically supported by universal “erector set” style poles with holes or blanks extending the full length of the pole. These would not be appropriate for Arlington. Historically, Arlington’s sign poles were 4x4 wooden posts, with the exposed lower 12 to 18 inches painted black, and the remainder painted white. The City has begun using a black powder coated square metal posts for community entry signs and Victoria Avenue street signs. If this same type of post, with a 4" cross section, powder coated to match the historic posts, were used in Arlington, it would resemble the wooden poles once used in Arlington. Existing street name and traffic regulation posts should be replaced with this type of post.

viii. *Benches*

Village and Portal Areas: Many reproduction vintage style benches are now available. Figure 27 shows an appropriate bench consisting of wood slats with cast iron or aluminum supports in a vintage style.

ix. *Tree Well Grates*

Village: Cast iron tree well grates expand the walkable area of a public sidewalk and provide protection from soil compaction in the root area of a street tree. Cast iron tree well grates should be used for all pedestrian level canopy street trees. If feasible, similar cast iron grates should be used for palm trees. The palm tree well openings may need to be modified for this purpose (Figure 27).



Planter Pots



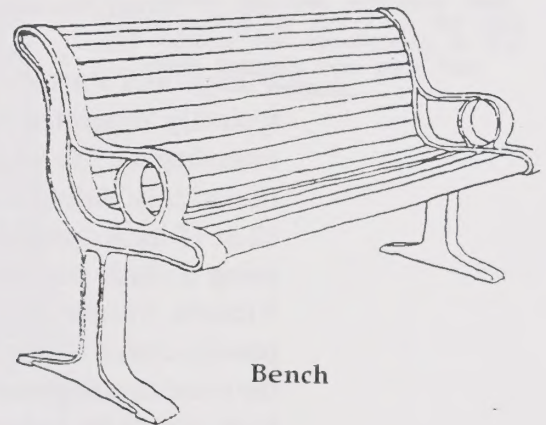
Trash Receptacle



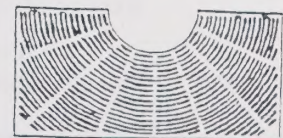
Banners



Tree Guard



Bench



Tree Grates

Figure 27

Portal Areas: Street trees in the portal areas should be planted in turfed parkways and, therefore, tree well grates are not applicable

x. Tree Trunk Guards

Village: Black iron trunk guards, as depicted in Figure 27, would protect the trunks of Village street trees and eliminate the need for less attractive wooden supports. They would be appropriate for the pedestrian level canopy street trees, but not for the palm trees.

Portal Areas: Tree trunk guards are more of an “urban” improvement and would not be appropriate in the portal areas.

xi. Trash Receptacles

Village: Figure 27 shows black iron receptacles complimentary to the street tree trunk guards. These should be placed every 100 to 200 feet in the Village.

Portal Areas: The same black iron style of trash receptacles as are used in the Village should be used at bus stops and at other appropriate locations in the portal areas.

xii. Planter Pots

Village: Movable planters, as shown in Figure 27 should be placed at strategic locations to break up the mass of the sidewalk area and provide greenery and color near the ground plane. They should be equipped with automatic irrigation and maintained by an association of business owners.

Portal Areas: Planter pots are encouraged on private property, but are not appropriate for the rights-of-way in the portal areas.

xiii. Travel Lanes/Parking Lane

Village: The “Community Plan Revised” Village street cross sections (Figures 18 and 19) provide for two automobile travel lanes in each direction on Magnolia Avenue and three travel lanes in each direction on Van Buren Boulevard. Other than on Magnolia Avenue in Arlington Village, the area nearest the curb is reserved for bicycle lanes. On Magnolia, in the Village area, on-street parking is an important component of the parking mix and, therefore, bicyclists will need to share the roadway with automobiles area. On Van Buren Boulevard, off street parking will be more common and preferred by customers and, therefore, full time bicycle lanes are included in the Van Buren Boulevard cross section.

Portal Areas: In the portal areas (Figures 20 and 21, “Community Plan Revised”), the street profile provides for two automobile travel lanes in each direction and full time bicycle lanes on each side.

xiv. Medians/Turn Lanes

Village and Portal Areas: A landscaped median should be maintained in both the Village and the portal areas. Magnolia Avenue already has a landscaped median; Van Buren Boulevard does not, but is planned to have one. East of Van Buren Magnolia's median is devoted primarily to turf and a variety of trees. The turf, while attractive tends to be somewhat uninteresting, and so, at some point it might be worthwhile to cut back the amount of turf in favor of some flowers, low shrubs, and decorative paving.

7. MAGNOLIA/VAN BUREN INTERSECTION

Figure 28 shows a design concept for the Magnolia/Van Buren intersection. The intent is to make the intersection as pedestrian-friendly as possible through the use of shade trellises, special paving, and other amenities.

8. PARKING

The largest concentration of public parking presently exists in a large lot east of Van Buren , south of Magnolia. This parking area is conveniently located, but its landscaping is stunted, it is poorly laid out, and it lacks a sense of entry. A small public parking lot also exists behind the Arlington Branch Library. While attractively landscaped and well maintained, it is too small to serve much more than the library. Miller Street has the potential to be a significant source of angle parking, both east and west of Van Buren Boulevard. Unfortunately, it has a neglected "back-alley" look with faded striping, and the unattractive backs of commercial buildings facing its south edge.

If the Village of Arlington is to be successful, its parking must be convenient, attractive, and well identified from the street. Figure 29 shows how a more attractive parking entry might appear. Figure 30 shows what could be done with Miller Street to maximize its parking yield while giving it an attractive appearance. There is also a need for more public parking in the area west of Van Buren, south of Magnolia. This would be a good place for more public parking.

9. GATEWAYS

The City presently has a community signing program consisting of three levels of signing. The first level consists of large City entry signs set in landscaping at prominent entries to the City. The second level consists of 30" x 30" community entry signs mounted on metal poles at the main entry points to identified communities in the City. The third level consists of 24" x 24" signs for historic districts. While Arlington is presently identified by a set of community entry signs, something more prominent is needed to denote entry into Arlington along the Magnolia and Van Buren corridors.

* All pedestrian facilities must meet ADA requirements

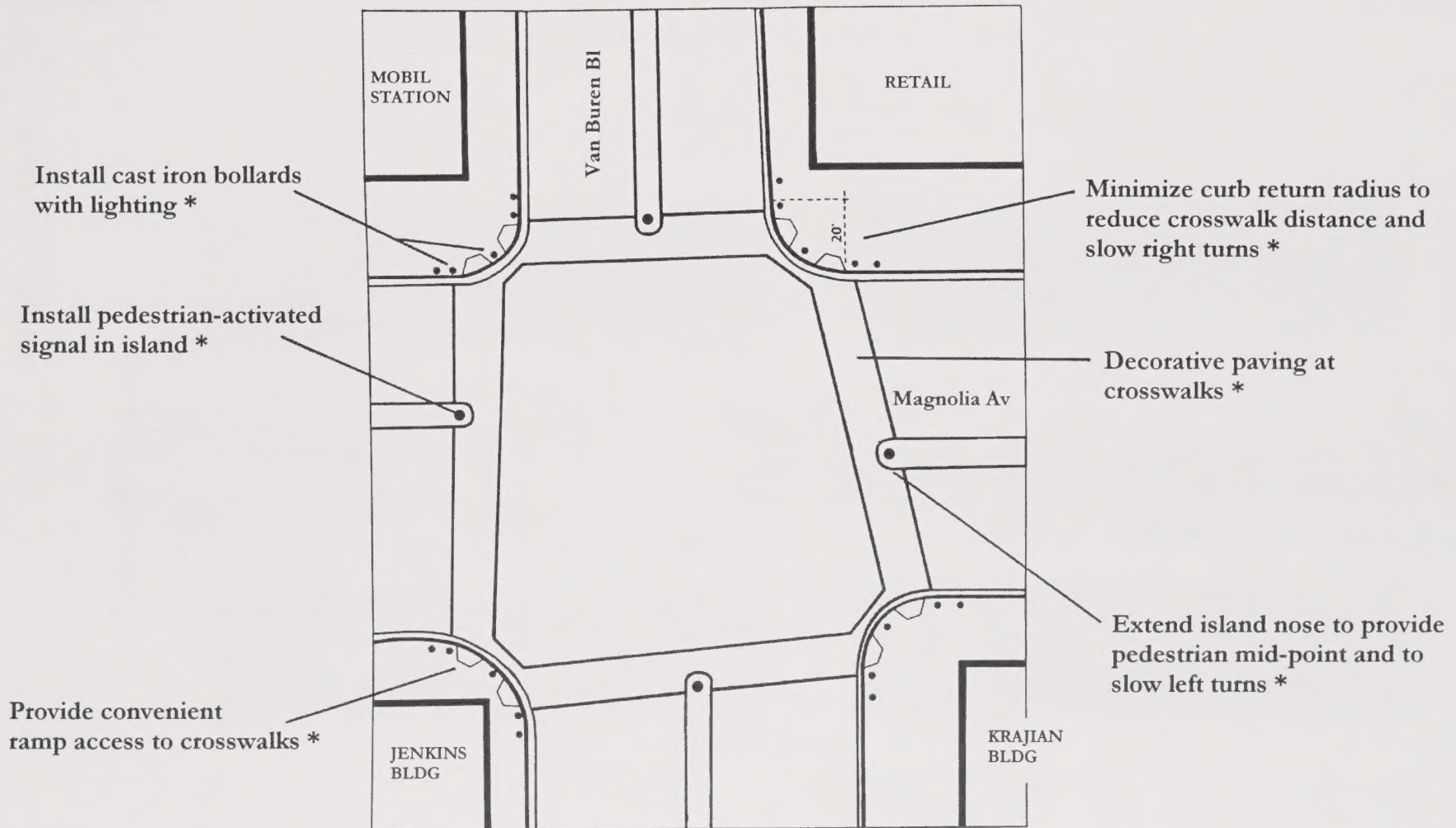


Figure 28

ARLINGTON COMMUNITY PLAN
Magnolia/Van Buren Intersection Design Concept

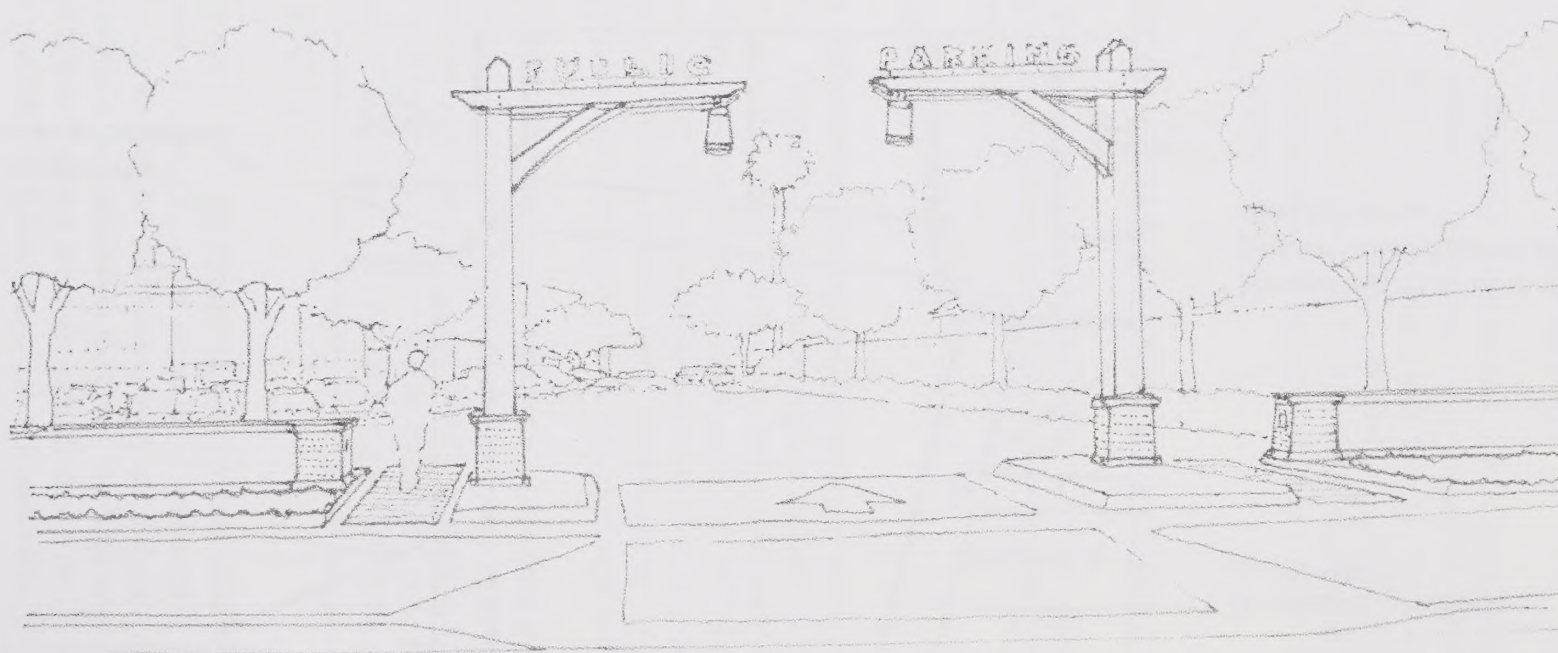


Figure 29

ARLINGTON COMMUNITY PLAN
Parking Lot Entry Concept in the Village

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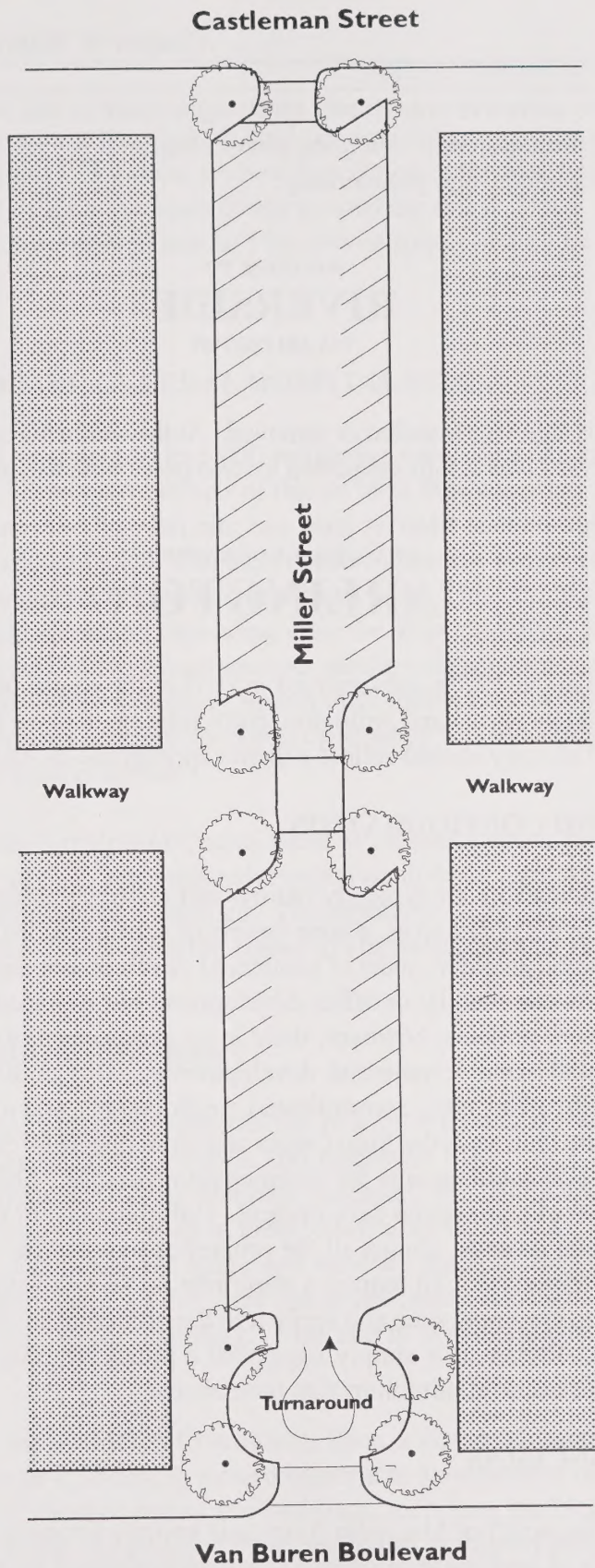


Figure 30

ARLINGTON COMMUNITY PLAN
Miller Street Parking Concept

In the past, there were attractive community entry signs more in the scale of what is needed to announce entry into Arlington today. Hanging above Magnolia Avenue between Tyler Street and Polk Avenue was a large neon sign proclaiming:

WELCOME TO
RIVERSIDE
VIA ARLINGTON

It is unknown when this sign was installed or removed. At the southeast corner of Magnolia Avenue and Van Buren Boulevard was a sign supported by two poles with the inscription:

ORANGE BELT OF RIVERSIDE
ARLINGTON

This sign was installed in the 1920's and removed in 1967 in the course of some roadwork. To help set the stage for entry into a revitalized Arlington, entry signing, such as the signs described above, should be installed. The copy should reflect a theme appropriate to Arlington.

10. LOT SIZE AND CONFIGURATION

In the Village of Arlington lots are typically narrow and relatively deep. Typical dimensions are about 50 by 150 feet. In the portal areas, a wide variety of configurations exists, but most of the lot dimensions are based upon an older model of residential development and, like the Village, tend to be narrow and deep. As commercial or office development has replaced residences, lots are often combined to allow larger projects, however, there is no *requirement* to do this and the potential exists for multiple small scale commercial developments. This could be a problem, from the standpoint of multiple driveway cuts, uncoordinated developments, and a jagged, unattractive street frontage. In some areas, such as in the Auto Center and along the Tyler Street corridor, the City has adopted minimum lot size requirements for commercial rezonings. This reduces this problem by increasing the increment of commercial development. Unfortunately, in the case of both Van Buren Boulevard and Magnolia Avenue, almost all the properties *planned* for commercial or office uses are already *zoned* for these uses. To require a minimum lot size, it would be necessary to amend each effected zone or create a new zone and apply it to the properties in question. Neither approach is recommended here. Rather, it is simply suggested a policy be adopted to *encourage*, but not *require* development to occur in minimum size increments.

11. ZONING CONCERNS

The Van Buren Corridor, south of Magnolia Avenue is entirely zoned commercial. In the General Plan, however, a swath of land in the middle of this strip is planned for office uses. This creates a General Plan/zoning inconsistency that needs to be resolved. A General Plan/Zoning Consistency

case has been initiated, however, it has been on hold pending the completion of this plan. Another concern is the large amount of C-3 zoning west of Van Buren in the Magnolia Corridor. C-3 is a heavy commercial use that could allow such things as used car sales. These zoning issues need to be addressed. The Van Buren zoning/General Plan inconsistency should be addressed as soon as possible.

12. THE OLD RIVERSIDE GENERAL HOSPITAL SITE

In 1998, Riverside General Hospital and its 6,000 employees vacated its Magnolia/Harrison site and moved to Moreno Valley. The negative effects of this on local businesses has been felt over the past several months. Since then, the hospital site has been rezoned to a combination of C-2 (Light Commercial) and RO (Restricted Office). The front portion of the site is approved for a combination “big box” hardware store and several satellite commercial pads. This will likely have both negative and positive effects on local businesses, depending upon the degree to which the new businesses can use economies of scale to competitive advantage over similar existing businesses. The rear portion is proposed for an office use, which will likely benefit local businesses. At the writing of this plan, the site was being cleared and the commercial portion was slated for development. The development of the rear portion had not been resolved.

An important part of the City’s review of County General’s transformation was consideration of the historic significance of the site. A comprehensive report on historic resources report was prepared regarding this by a historic resources consultant. The developer of the front portion is obligated to install a historical interpretive element at the corner of Harrison Street and Magnolia Avenue.

13. ARLINGTON BRANCH LIBRARY

The Arlington Branch Library presently operates out of a 1909 Classical Revival style building on a small site at the corner of Magnolia Avenue and Roosevelt Street (see Figure 31). The 4000 square foot building is designated Cultural Heritage Landmark 46. While the facility is in generally good condition, it is considered too small to meet today’s needs. A May 1996 report by Library consultant David Smith, documents the space and services needs of the library. To address the library’s needs, the City purchased a 1 1/3 acre site at the corner of Magnolia Avenue and Myers Street for a new 12,000 square foot building. This site is approximately mid-way in the West Magnolia Portal.

Earlier in this chapter of the Arlington Community Plan, a vision is described for the Village of Arlington that suggests the new library be located adjacent to an extension of Arlington Park out to Magnolia Avenue. Here it would be one of two buildings anchoring the block between Van Buren Boulevard and Roosevelt Street and flanking the extension of Arlington Park to Magnolia Avenue. It is also suggested in the Village vision that the library be combined with a community building to be used for community activities, such as art shows, club meetings, seminars, and the like. A

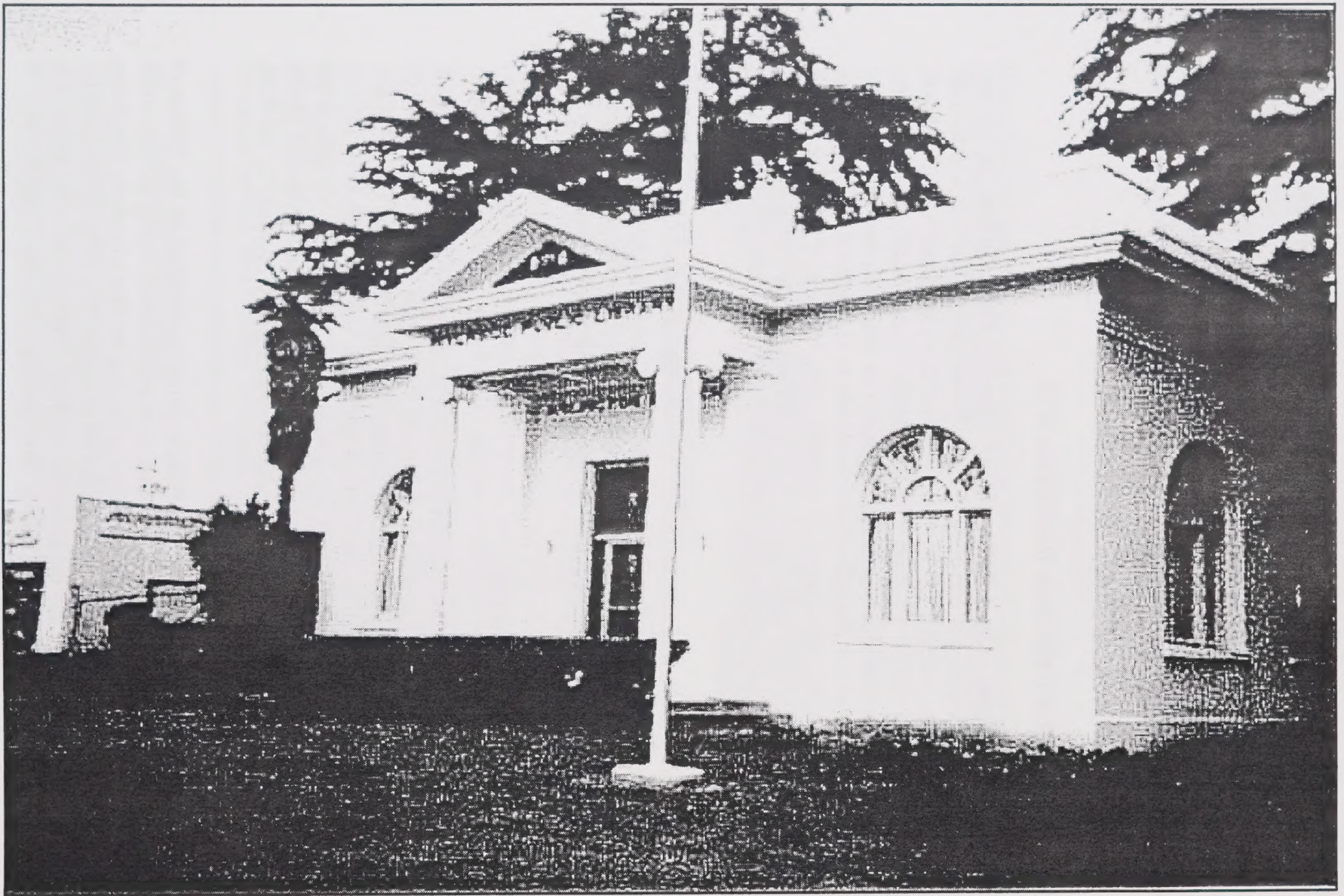


Figure 31

ARLINGTON COMMUNITY PLAN
Arlington Branch Library

Village location would be beneficial to both the library and the Village area. For the Library, such a location would give it prominence in the center of town. For the Village, the library would be an important center of activity, complimenting the overall pedestrian oriented focus of that area. Regardless of where the library is located it is important that it relate to the design concept for Arlington, as expressed in the design guidelines.

The old library provides a strong source of identity for Arlington and should be the source of design inspiration for the new library. One way for the new library to continue this tradition would be for it to incorporate some of the design elements of the existing library into its architecture. The following specific design guidelines are recommended for the new library.

a. Library Design Guidelines

- i. **Command of the Site:** The library is a key building and should have a distinct setting, somewhat setback, and oriented toward Magnolia Avenue.
- ii. **Ceremonial Entry:** The entry should be oriented toward a prominent public space with frontage on Magnolia Avenue.
- iii. **Parking:** Parking should be convenient, but not highly visible.
- iv. **Landscaping:** Plants should be of specimen size, arranged formally..
- v. **Building Materials:** Building materials should be traditional.
- vi. **Architecture:** It is important the architecture reflect the traditional forms and vernacular of the existing library, including:
 - (1) Classical pedimented entablature supported by Ionic columns.
 - (2) Arched multi-lite windows with sunburst upper mullions.
 - (3) Green opalescent glass.
 - (4) Gable roofed entry portico.
 - (5) Flat roof enclosed by parapet walls.

14. RECOMMENDATIONS

a. Historic Preservation/Restoration

- i. Conduct a historic resources survey of the Village of Arlington and initiate its designation as a historic district if it qualifies.
- ii. Place a high priority on preserving/restoring existing Village commercial buildings with the exception of the following buildings:
 - The gasoline station at Castleman and Magnolia.
 - The gasoline station at Van Buren and Magnolia.
 - The fast food restaurant at Roosevelt and Magnolia
- iii. Identify and promote funding for reinforcing historic unreinforced masonry buildings.

b. Building/Site Design Guidelines

- i. Apply the corridor design guidelines to all new exterior construction and remodelings.
- ii. Create a facade improvement program providing financial and architectural help to restore building exteriors.
- iii. Amend the sign code to allow historic signs not presently allowed.

c. Streetscape Design Guidelines

- i. Use the streetscape design guidelines for all street work in the Van Buren and Magnolia Corridors.
- ii. Amend the General Plan Transportation Element to adopt the Magnolia/Van Buren cross sections identified in Figures 18 through 21.
- iii. Establish alternating palms and a small flowering canopy tree as the street tree for the Village of Arlington and the East and West Magnolia Portals. Mature, healthy trees should not, however, be destroyed simply because they do not fit this pattern. They should either be left in place or be relocated. Establish a large canopy evergreen tree as the street tree for the north and south Van Buren Corridors.
- iv. Create unique community entry signing for Arlington. One suggestion would be to create signing in a similar size and shape to the sign that once hung above Magnolia Avenue near Polk Street. A sign of this sort would be made of enameled metal with copy lighted by neon tubing. Such signs would be suspended from cables attached to poles on either side of the street.

d. Vision for Arlington

- i. Use the “Vision for Arlington” drawing (Figure 7) as a conceptual basis for directing the revitalization of the Village area.

e. Parking

- i. Implement a program to improve the appearance and layout of existing public parking areas, including Miller Street.
- ii. Expand the amount of available public parking in the Village, especially west of Van Buren Boulevard.

f. Gateways

- i. Develop a unique design for entry gateways. It is suggested this design be modeled after the original gateway sign at Polk and Magnolia, consisting of an enameled metal sign with neon highlighted lettering hung above the street

with cables. Entry signs should be placed in the vicinity of Van Buren and Andrew, Van Buren and Garfield, Magnolia and Harrison, and Magnolia and Donald.

g. Magnolia/Van Buren Widening

- i. Keep any widenings on Van Buren Boulevard to the minimum necessary for traffic movement.
- ii. To improve pedestrian conditions at Magnolia and Van Buren, implement the intersection design illustrated in Figure 28.
- iii. In the Van Buren widening area replace the existing elms with similar, specimen size evergreen canopy trees.
- iv. Place the parkway at the curb to maintain as large a “margin of safety” to the sidewalk as possible.

h. Lot Size/Configuration

- i. Develop an incentive program to encourage lot consolidations and mutual access and parking agreements in the Magnolia/Van Buren portal areas. The minimum desirable frontage should be set at 100 feet.

i. Zoning/General Plan

- i. Amend the CL Zone to establish a height limit of two stories. Place a two story overlay zone on portal properties.
- ii. Rezone the C-3 (General Commercial) zoned properties west of Van Buren to the C-2 (Restricted Commercial) zone.
- iii. Resolve the General Plan/zoning inconsistency in the south Van Buren portal zoned C2 and planned for offices. Two story offices is suggested.

j. General Hospital

- i. Continue to apply the Arlington Community Plan design guidelines to development on this site.
- ii. Help promote the development of the rear part of the site for high employment office uses.

k. Library

- i. Examine the potential of locating the new branch library at the northeast corner of Roosevelt Street and Magnolia Avenue.
- ii. Implement the library design guidelines contained in this chapter.

CHAPTER 5

INDIANA AVENUE CORRIDOR

1. STUDY AREA

The Indiana Avenue Target Area includes the north side of Indiana Avenue from Van Buren Boulevard to Harrison Street and the north and south sides of the street from Van Buren Boulevard to Gibson Street (see Figure 32).

2. ISSUES

The Existing Conditions and Issues report identifies the major issues in this area as:

- a. Noise and Traffic:* The target area is impacted by noise from the adjacent Riverside Freeway and, to a lesser extent, the nearby BNSF railroad.
- b. Transition of Land Uses:* The area is largely planned for Industrial Business Park uses by the General Plan. The implementation of this land use designation would be problematical, given the shallow depths and small sizes of the parcels on the north side of the street.
- c. Shallow Lot Depths:* All of the parcels in this target area are hampered by shallow depths.
- d. Lot Consolidation:* The existing small residential lots will be a major constraint in transitioning the area from residential to industrial and office uses.

3. ANALYSIS AND ALTERNATIVE SOLUTIONS

a. Noise and Traffic:

While noise is a concern for many land uses, the proximity of traffic and railroad noise is usually only considered an issue in residential areas. Office and industrial uses are typically daytime uses and are not as affected by traffic noise. Windows and doors can be oriented toward a noise source with less of an adverse impact to occupants than would be the case with residential uses. Inasmuch as there are no planned residential uses in the Indiana Avenue Corridor area, this issue was not significantly pursued.

Traffic, on the other hand, is an important concern for the Indiana Avenue Corridor. With the large number of small parcels lining the street, multiple driveway cuts could slow traffic



Figure 32
ARLINGTON COMMUNITY PLAN
Indiana Avenue Corridor

1 inch = 450 feet
July 07, 2000
Aerial photos taken April 1998. The City of
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and cause accidents. Establishing a minimum project size and consolidating driveways to the extent possible would help.

b. Transition of Land Uses:

The Indiana Corridor area is largely planned for Industrial Business Park uses (see Figure 33). The only exceptions are the corner uses at Indiana Avenue and Van Buren Boulevard, where properties are zoned and planned for commercial uses. The predominant Industrial Business Park designation calls for high quality business and industrial uses. Zones that would likely implement this designation would be the RO - Restricted Office and the MP - Manufacturing Park zones. Most of the parcels in this area are zoned R-1-65 (Figure 34), and would be expected to change to MP or RO zoning to implement the Industrial Business Park General Plan designation. The south side of Indiana Avenue is largely zoned M1 - Light Industrial, however, most of the existing uses are residential. A gasoline station at the corner is planned and zoned for commercial uses, and a few parcels are vacant. The main concern is the feasibility of these residential properties to transition to high quality industrial uses. The MP zone's 40,000 square foot minimum lot size and its setbacks of 40 to 50 feet in the front and 20 feet in the sides and rear are definitely not conducive to development on the very shallow parcels in this area. The only component of the Industrial Business Park land use that would readily work with these lots is the office component, implemented by RO - Restricted Office zoning.

c. Shallow Lot Depths:

On the north side of the street, west of Van Buren Boulevard, lots range from about 135 to 150 feet deep. East of Van Buren Boulevard, lots on the north side are much shallower, ranging from about 89 to 104 feet deep. On the south side, lots range from as little as 60, up to about 138 feet in depth. Further constraining the depths of the lots in this area is Indiana Avenue's planned 88 foot wide Major Arterial width. For the most part, right-of-way is presently at 40 feet from centerline, meaning most properties will need to give up an additional 4 feet of right-of-way as development occurs. Properties along the remainder of the street are already dedicated to a full 44 feet from center line. East of Van Buren Boulevard, the street is developed as a two-lane street. West of Van Buren Boulevard it is a minimal four-lane street.

Four alternative solutions may be considered for Indiana Avenue's land use and shallow lot concerns:

Alternative A: One solution would be to develop an overlay zone that has lower standards. The overlay zone could include provisions for fewer parking spaces, shallower setbacks, and reduced landscaping. Accomplishing this would involve preparation of a zoning ordinance text amendment and the eventual application of the overlay zone to individual properties through the public hearing process.

CBO - Retail Business & Office
IBP - Industrial Business Park



Figure 33

ARLINGTON COMMUNITY PLAN
Indiana Avenue General Plan

1 inch = 450 feet
July 07, 2000

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Note: This zoning map is for illustrative purposes only. The official zoning map should be consulted.



Figure 34

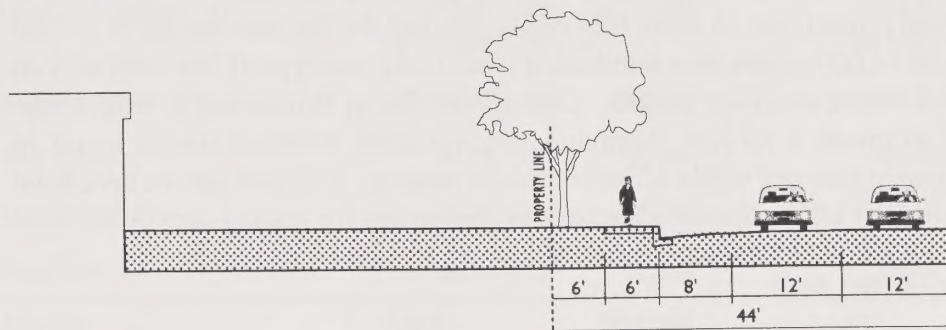
ARLINGTON COMMUNITY PLAN Indiana Avenue Zoning

1 inch = 450 feet
July 07, 2000
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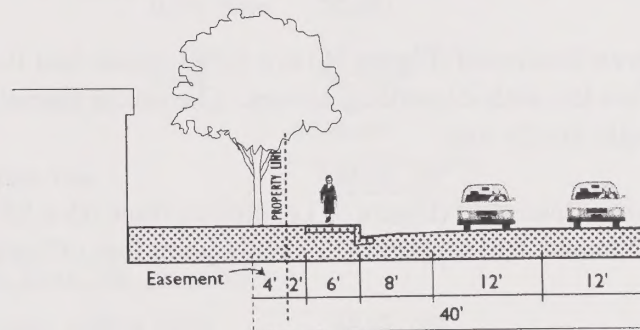
Alternative B: An alternative to the overlay zone idea would be to change the General Plan on the north and south sides of Indiana Avenue from Industrial Business Park to Low Rise Office. Low Rise Office would be implemented with RO - Restricted Office zoning. While the Industrial Business Park land use designation could be implemented solely with RO zoning, redesignating this area for Low Rise Office would leave little doubt as to the City's intention for these problem parcels. Instead of the MP zone's 50 foot front, and 20 foot side and rear setbacks, the RO zone would only require a 15-foot front setback, and side and rear setbacks of five and 10 feet respectively. Office development could also feasibly take place on parcels much smaller than the 40,000 square feet required by the MP zone.

Alternative C: A third approach would be to retain the Industrial Business Park designation, but amend the MP zone, as it applies to this area, to allow smaller parcels and shallower setbacks than the MP zone would normally require. This approach has some significant advantages over the other two approaches. First, this approach avoids the need for a General Plan amendment. Second, like Alternative B, it avoids the need for creating, processing and administering a separate overlay zone. The application of the reduced parcel size and setbacks could simply be processed as a code text amendment, referencing the Indiana Avenue Corridor as a location where lesser standards would apply. Third, it would allow for a much broader range of uses than the Low Density Office designation/RO zone as called for in Alternative C. Implementing the Industrial Business Park land use designation with modified standards under an MP zone would allow a range of uses that could include office, light manufacturing, warehousing and related uses. Property owners wishing to opt for the RO zone would still have that opportunity under the Industrial Business Park land use designation.

In conjunction with all of the above alternatives it would also be possible to reduce the required Indiana Avenue right-of-way dedication. To achieve the General Plan's 88 foot wide Major Arterial standard for Indiana Avenue, the City would typically require the dedication of 44 feet of right-of-way on each side of the street as a condition of rezoning requests or building permits. Along most of Indiana Avenue's frontages in the study area, right-of-way is at 80 feet. Some areas are already dedicated to the full 88 feet. It would not be advisable to reduce the curb separation on this relatively small section of Indiana Avenue, so any reduction in right-of-way should come from the parkway/sidewalk area. If the parkway was reduced by four feet, a small amount of additional land would be available for development. This would leave the curb-to-curb distance consistent and only effect the area normally assigned for utilities, street trees and parkway landscaping. Utilities and street trees could be placed in an easement. This approach would be very beneficial to the very shallow parcels on the north and south sides of Indiana Avenue east of Van Buren Boulevard. West of Van Buren Boulevard, the special cross section should not be necessary (see Figure 35).



Indiana
Existing



Indiana
Proposed

Figure 35

ARLINGTON COMMUNITY PLAN
Existing & Proposed Indiana Avenue Cross Sections

d. Lot Consolidation:

The residential lots on the north side of Indiana Avenue are in the range of 6,000 to 9,500 square feet. On the south side, parcels range from 4,356 square feet to 23,522 square feet. Most parcels on both sides of the street are occupied by single family residences. While the RO zone allows development on parcels as small as 8,000 square feet, the City's general guideline for transitioning from residential to office zoning is 20,000 square feet. If this were applied to the Indiana Avenue corridor, it would generally take three to four lots to achieve the minimum project size. A more reasonable standard for this area would be 18,000 square feet. With an 18,000 square foot standard, it would take two typical lots west of Van Buren Boulevard to create an office project. East of Van Buren Boulevard, it would take three typical lots to create a project. Applying this modified standard would result in reasonable, developable sites and viable office/industrial projects. It would also be beneficial to require the removal of all residential structures on properties for zoning approval.

4. ECONOMIC FEASIBILITY

The recommended alternative from the above choices is Alternative C. To test the feasibility of this approach, economist Douglas Ford tested two development scenarios that would take full advantage of the reduced standards of Alternative C. The two scenarios are as follows:

Plan One, West of Van Buren Boulevard (Figure 36) is a 5,890 square foot industrial/office structure sited on a 18,850 square foot lot, with 22 parking spaces. The site is assembled by combining two existing 65 x 145 foot single family lots.

Plan Two, East of Van Buren Boulevard (Figure 37) combines three 65 x 95 foot single family lots to create a parcel of 18,525 square feet supporting a 5,600 square foot office/industrial building with 19 parking spaces.

The consultant did a two-stage analysis. First he developed a projection for current market rentals achievable along Indiana Avenue. Second, he developed pro-formas for the two site alternatives, indicating the rental levels and valuations necessary to support project feasibility. This allowed him to determine under which conditions a transition from residential to industrial/office could economically occur, and the feasible timing of such a transition. The consultant looked at rental rates, land acquisition costs, direct construction costs, site improvement costs, demolition expenses, fees, financing and profit. Table 16 shows all of the development costs associated with the two plans. The following is a summary of the rental discrepancy between what would be needed for a feasible project, versus what can be achieved in today's market.

	<u>Current Market Rent</u>	<u>Required Rent</u>	<u>Difference</u>
Plan 1 - West	\$0.75/Square Foot	\$0.91/Square Foot	(\$0.16/Square Foot)
Plan 2 - East	\$0.65/Square Foot	\$1.03/Square Foot	(\$0.43/Square Foot)

TABLE 16

BASELINE ASSUMPTIONS

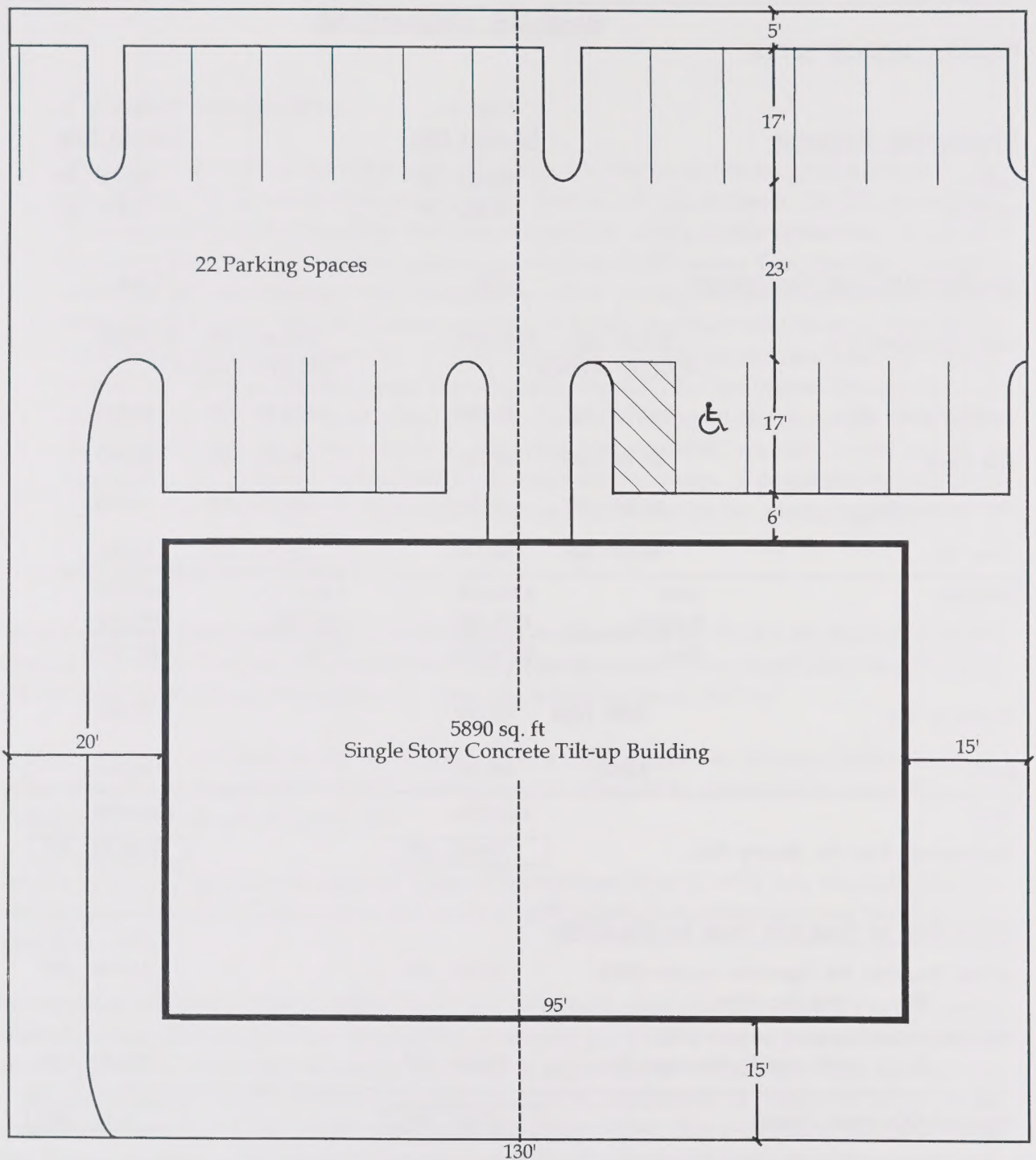
INDIANA AVENUE SITES

<u>Development Prototype</u>	<u>Plan 1</u>		<u>Plan 2</u>	
	<u>Western Site</u>		<u>Eastern Site</u>	
Land	18,850	SF	18,525	SF
Building	5,890	SF	5,600	SF
<u>Development Cost Components</u>		<u>Cost</u>	<u>Cost</u>	
Land Acquisition (1)	\$10.61 /SF	\$200,000	\$12.96 /SF	\$240,000
	\$100,000 / House		\$80,000 / House	
Building Shell (2)	\$32.00 /SF	188,500	\$32.00 /SF	179,200
Site Costs	\$1.75 /SF	33,000	\$1.75 /SF	32,400
Demolition (3)	\$1.50 /SF	3,750	\$1.50 /SF	5,630
Fees (4)	\$8.51 /SF	50,126	\$9.46 /SF	52,957
Subtotal	Land	\$200,000	Land	\$240,000
	Building	\$275,376	Building	\$270,187
	Total	\$475,376	Total	\$510,187
Financing (5)	9.0% Rate	22,800		25,300
Profit	5.0%	48,700		52,300
Total		\$546,900		\$587,800
Development Cost Per Square Foot		\$93.00 /SF		\$105.00 /SF
<u>Calculation of Required Rent for Feasibility</u>				
Annual Required Net Operating Income (NOI)		\$9.30 /SF		\$10.50 /SF
@ 10% Cap Rate				
Required Gross Operating Income (GOI)				
@ 85% Net of Expenses (6)		\$10.94 /SF		\$12.35 /SF
Required GOI (Rent) / Month		\$0.91 /SF		\$1.03 /SF
Current Applicable Market Rates		\$0.75 /SF		\$0.65 /SF

Footnotes:

- (1) Assumes two dwellings / parcels acquired in Plan 1, three dwellings / parcels acquired in Plan 2.
- (2) Tilt-up construction.
- (3) Demolition @ \$1.50 (net of salvage); demolished improvements @ 1,250 SF per parcel.
- (4) Fees estimates provided by City.
- (5) Assumes nine month holding and construction period.
- (6) Unrecaptured expenses @ 15 per cent of gross rent.

Riverside 91 Freeway



Indiana Av
(West of Van Buren Blvd)

Scale 1" = 20'

Parcel Size.....18,850 sq.ft.

Office.....1,178 sq.ft

Manufacturing.....1,767 " "

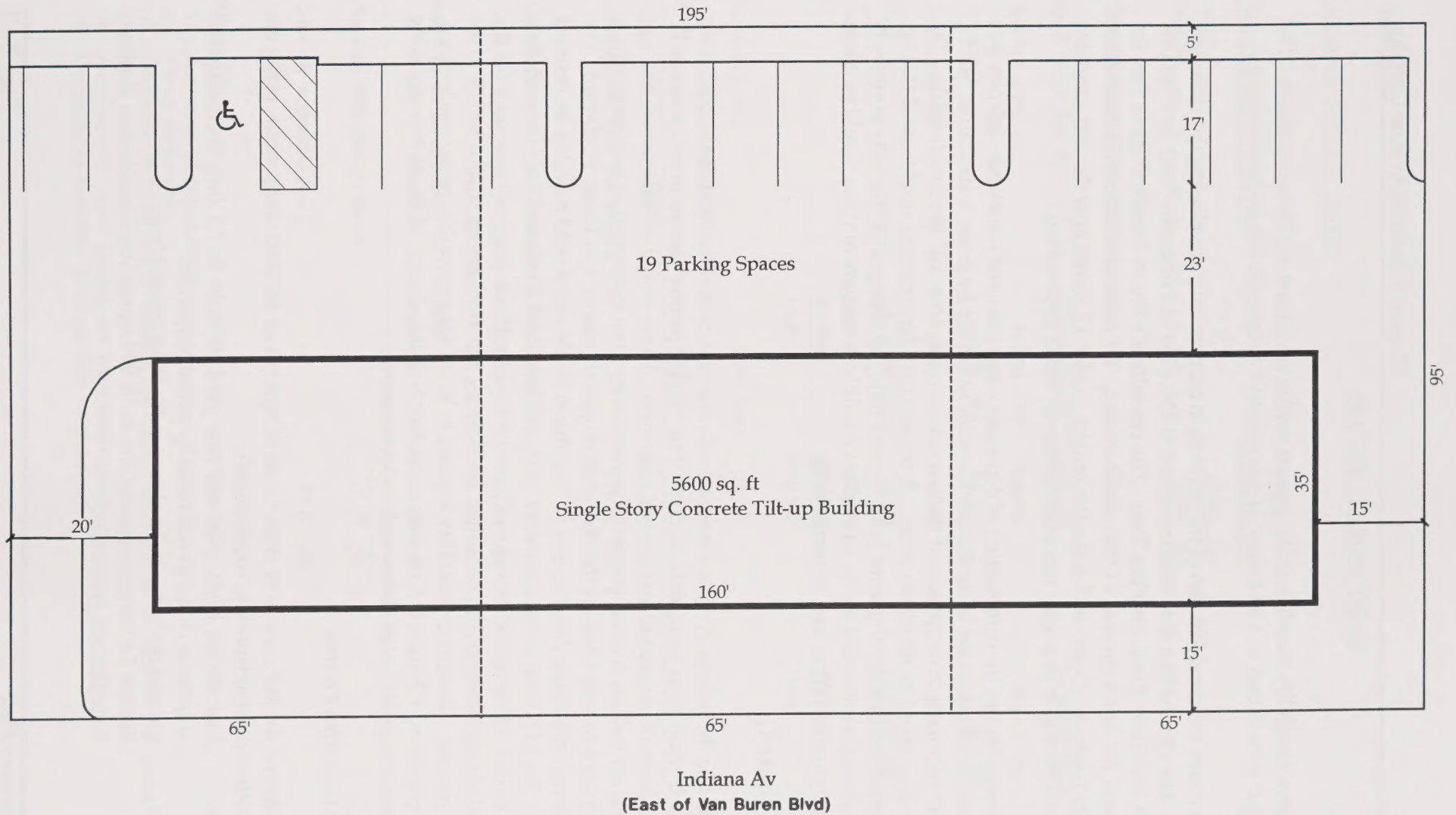
Warehouse.....2,945 " "

Building Size.....5,890 sq.ft.

Figure 36

ARLINGTON COMMUNITY PLAN
Indiana Avenue Development Example – Plan One

Riverside 91 Freeway



Scale 1" = 20'

Parcel Size.....18,525 sq.ft.

Office.....1,120 sq.ft

Manufacturing.....1,680 " "

Warehouse.....2,800 " "

Building Size.....5,600 sq.ft.

Figure 37

ARLINGTON COMMUNITY PLAN
Indiana Avenue Development Example – Plan Two

Both scenarios show feasibility shortfalls under present market conditions and fee assumptions. The feasibility shortfall widens east of Van Buren, and is sensitive to specific site acquisition costs.

The consultant's report indicated that part of the problem in economically developing the prototype sites is City fees. Fees for the two sites were calculated at \$50,126 (\$8.51/Square Foot) for Plan One and \$52,957 (\$9.46/Square Foot) for Plan Two. The consultant's report observed these fees are higher than normal for developments of the size examined. Of particular concern are the fixed charges which are harder to absorb with a smaller project. Table 17 shows how the two scenarios could be made more feasible through a reduction in fees to \$6.00/Square Foot.

The consultant concludes that the combination of depressed rental rates and somewhat high city fees make development of the properties in the Indiana Corridor infeasible by today's standards. As the real estate market improves development of the properties in this area will become feasible. The time horizon for this would be about ten years. A revised City fee structure might speed this up, however, it is important that development "pay its own way," so changes for the sole purpose of "jump starting" development would not be advisable. Feasible development types would be a mix of commercial showroom, office, and industrial uses.

5. CONCLUSION

It does not appear that the Indiana Avenue corridor needs complex or involved standards, guidelines or regulations to develop in an acceptable manner. The "bigger picture" issues in this area can be addressed with conventional zoning and general plan tools. These would include parcel size and setback reductions for Indiana Avenue properties transitioning from residential to industrial /office uses, and reduced right-of-way takes for the very shallow parcels east of Van Buren Boulevard. The land on the south side of Indiana Avenue, east of Van Buren Boulevard should probably be rezoned from the M-1 to the MP zone to be consistent with the Industrial Business Park General Plan designation and to take advantage of the reduced parcel size and setback standards proposed for the MP zone. Detailed considerations of site design, landscaping and architecture should be left to the Design Review process. Economic feasibility appears to be on the reasonably near-term horizon, as the economy improves. Changes to City fees, consistent with the concept of development paying for its self-generated impacts, might allow earlier development.

6. RECOMMENDATIONS

1. Amend the MP zone to provide for development on reduced size parcels, using the following standards and requirements:
 - a. Reduce the front, side and rear yard setbacks to 15 feet, including MP projects adjacent to residentially zoned properties.
 - b. Require buildings to be placed at the front setback line.
 - c. Reduce the minimum parcel size to 18,000 square feet for Industrial Business Park planned properties.

TABLE 17

REVISED ASSUMPTIONS

INDIANA AVENUE SITES

<u>Development Prototype</u>	<u>Plan 1</u> <u>Western Site</u>		<u>Plan 2</u> <u>Eastern Site</u>	
Land	18,850	SF	18,525	SF
Building	5,890	SF	5,600	SF
<u>Development Cost Components</u>		<u>Cost</u>	<u>Cost</u>	
Land Acquisition (1)	\$7.00 /SF	\$132,000	\$4.00 /SF	\$74,100
Building Shell (2)	\$32.00 /SF	188,500	\$32.00 /SF	179,200
Site Costs	\$1.75 /SF	33,000	\$1.75 /SF	32,400
Demolition (3)	\$1.50 /SF	3,750	\$1.50 /SF	5,630
Fees (4)	\$6.00 /SF	35,339	\$6.00 /SF	33,575
Subtotal	Land	\$132,000	Land	\$74,100
	Building	\$260,589	Building	\$250,805
	Total	\$392,589	Total	\$324,905
Financing (5)	9.0% Rate	17,700		13,500
Profit	5.0%	40,100		33,200
Total		\$450,400		\$371,600
Development Cost Per Square Foot		\$76.00 /SF		\$66.00 /SF

Calculation of Required Rent for Feasibility

Annual Required Net Operating Income (NOI)	\$7.60 /SF	\$6.60 /SF
@ 10% Cap Rate		
Required Gross Operating Income (GOI)		
@ 85% Net of Expenses (6)	\$8.94 /SF	\$7.76 /SF
Required GOI (Rent) / Month	\$0.75 /SF	\$0.65 /SF
Currently Applicable Rates	\$0.75 /SF	\$0.65 /SF

Footnotes:

- (1) Acquisition at prices shown.
- (2) Tilt-up construction.
- (3) Demolition @ \$1.50 (net of salvage); demolished improvements @ 1,250 SF per parcel.
- (4) Fees assumed at \$6.00 / SF.
- (5) Assumes nine month holding and construction period.
- (6) Unrecaptured expenses @ 15 per cent of gross rent.

- d. Require shared parking and access agreements and a minimum spacing between driveways of 150 feet.
 - e. Require the removal of all residential structures as a condition of rezoning property from a residential to a non-residential zone.
12. Establish a Planned Street Line to reduce the parkway width for Industrial Business Park planned properties east of Van Buren Boulevard from six feet to two feet.
13. Initiate a rezoning for the M-1 zoned parcels on the south side of the Indiana Avenue, east of Van Buren Boulevard, to place them in the MP zone.
14. Reexamine City fee structures to see if reductions are possible, consistent with the concept of development paying for its own impact costs.

CHAPTER 6

LARGE RESIDENTIAL LOTS

1. STUDY AREA

Within the area, south of Magnolia Avenue and west of Van Buren Boulevard, are pockets of large lots that are remnants of Arlington's early rural beginnings. These lots were created for subsistence farming. Today, some are still used for agricultural purposes, but many, are simply open expanses of unused land, with occasional derelict cars, accumulations of discards and/or stored materials. The Planning Department has studied this overall area and has identified six locations where large lots predominate (Figure 38). While there are many "oversized" lots in Arlington, the staff limited its analysis to groups of six or more lots with at least 250 feet of depth. At this depth, it would theoretically be possible to introduce a street system and create new lots reasonably close to the City's R-1-65 zoning standards. All of the properties in the six large lot areas are zoned R-1-65 and shown on the General Plan for Medium Density Residential land use. The R-1-65 zone allows development on lots as small as 7,000 square feet, with a minimum width of 60 feet and a minimum depth of 100 feet. The Medium Density Residential General Plan designation calls for housing at a typical density of four dwelling units per acre and a maximum range of up to 6.5 dwelling units per acre. The following are the large lot subareas identified by staff:

- SUBAREA 1: 18.1 acres, flanked by Everest Avenue, Andrew Street and Donald Avenue.
- SUBAREA 2: 4.0 acres, on the southwest side of Everest Avenue, northwesterly of Andrew Street.
- SUBAREA 3: 12.4 acres, flanked by Primrose Drive, Myers Street and the Riverside Freeway.
- SUBAREA 4: 5.0 acres, between Myers Street and Muir Avenue, northwesterly of Primrose Drive.
- SUBAREA 5: 16.23 acres, bordered by Harrison Street, Primrose Drive and Muir Avenue. Much of this land is now occupied by Doi's farming operations.
- SUBAREA 6: 6.47 acres, situated between Primrose Drive, Harrison Street and Belmont Drive.

2. ISSUES

The Existing Conditions and Issues report identified several issues related to large lots. The following is a summary of these issues.

- a. ***Negative Aspects of Large/Deep Lots:*** If not managed carefully, large lots can be unattractive because of junk storage, unkept structures and weeds. Additionally, the

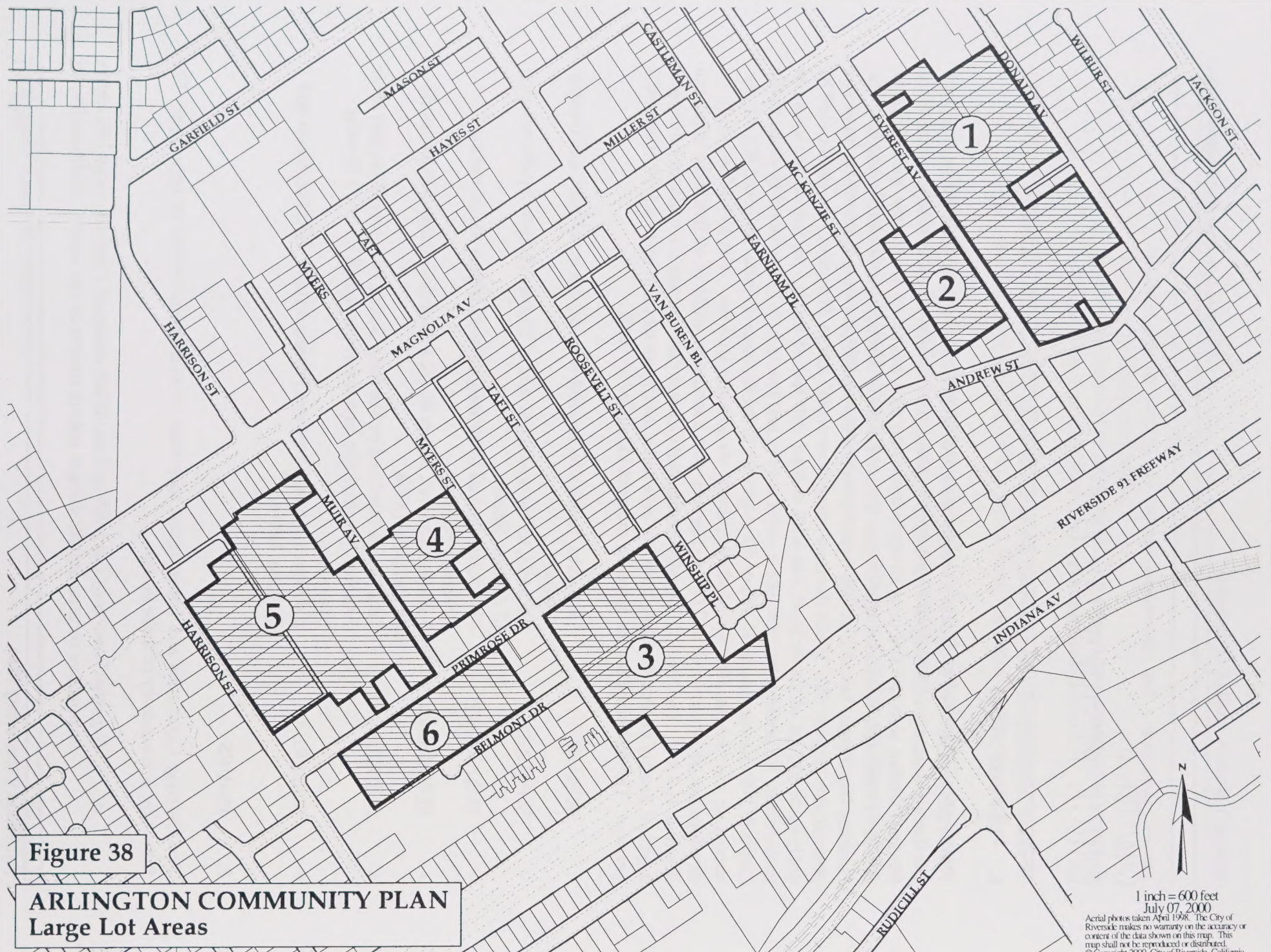


Figure 38

ARLINGTON COMMUNITY PLAN
Large Lot Areas

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inefficient subdivision of land means that opportunities to provide new residential uses in the area are being constrained.

- b. *Obstacles to Consolidation:*** Consolidating lots to assemble an economically viable unit for development is a major obstacle. A developer would have to secure the cooperation of several land owners and deal with the complexities of intruding on established, residential properties.
- c. *Density:*** Higher densities are not generally favored in the community, yet density is often one way of improving a project's feasibility. It will be important to arrive at design guidelines that provide sufficient density for economic feasibility, while also providing for a development type acceptable to the community.

3. THE LARGE LOT DILEMMA

Large lots are part of the romance and roots of Arlington. Arlington was born as a farming community and remnants of that past can be seen in many areas of the community. Large lots are a part of that heritage. The “down-side” of large lots is that when people have more property than they can manage, it can result in poor maintenance, weeds, and accumulations of various sorts of materials and debris. Large lots, however, are not necessarily automatically characterized by these maladies. In some communities, large lots are viewed as an asset that raises real estate values and adds to the attractive quality of the neighborhood. In these “gentleman farmer” communities, large lots are valued. While Arlington is not an “estate” type of community, the staff believes many of the people who have chosen large lot properties enjoy the space and want the lifestyle that goes with it. Although some large lots in Arlington are actively used for “gentleman farmer” types of purposes, many are not. Among those that are inactive, most are reasonably well maintained, while others have outdoor storage, junk and weeds.

The question for Arlington is whether it wants to preserve its heritage of large lots, encouraging their use and maintenance for viable purposes, or whether it wants to intensify the use of these properties with additional houses. If additional houses are to be inserted, consideration might be given to establishing some design guidelines to assure the basic character of Arlington is maintained. This could include such things as the building siting, garage orientation, street widths, and the scale and massing of the buildings.

4. PRACTICAL PROBLEMS

There are three basic obstacles to consolidating ownerships and resubdividing land:

- **Multiple Ownerships:** Although Arlington's large lot areas have an abundance of land that could be resubdivided, there are also multiple ownerships separating each segment of land. Resubdividing this land would require the cooperation of all of the property owners. As little as one “hold out” could thwart a resubdivision. Allowing development with “flag lots,” on the other hand, would not require a high level of cooperation. Flag lots would typically only require the cooperation of two adjoining property owners.

- **Position of structures:** Where rear yards are open and unincumbered by structures, they could support additional development. In some cases, however, the main dwelling is situated toward the rear of the property. And in many instances, there are accessory buildings or guest houses in these rear yard areas. Resubdividing this land, especially with conventional infill subdivisions, would necessitate moving or demolishing many of these structures.
- **Cost of Development:** Developing property is expensive. In addition to the government fees for such things as processing and recording a map, installing public improvements, obtaining building permits and paying school fees, there are the substantial costs of constructing a dwelling, including financing, labor, and materials. Cost is addressed later in this chapter.

5. INFILL OPTIONS AND PREFERENCES

For the most part, infill development in Arlington's residential neighborhoods has been in the form of apartments, planned residential developments, senior citizen projects and duplexes. Very little new single family development has occurred. Yet, the Citizen Advisory Committee has indicated it prefers single family homes to higher density housing. For the most part, Arlington's large lot areas are all zoned and planned for medium-density residential. This usually translates into single family homes, but planned residential developments (PRDs) can occur at somewhat higher densities on properties zoned for single family use. In the R-1-65 zone a PRD with up to 7.3 dwelling units per acre could be constructed without variances.

There are two other ways to do an infill development, but neither would provide new *ownership* housing. First, under a Minor Conditional Use Permit a property owner can construct a "Granny Flat" for up to two elderly persons, age 60 or over (Chapter 19.07.030 [14] of the Zoning Code). These units are usually separate single family homes, no larger than half the size of the main house. They may contain no more than one bath and two bedrooms. The legal owner of the property must live in the main house. Another means is provided in Chapter 19.10.020 (15) of the Zoning Code. On properties that are 160 feet deep and 15,000 square feet in size, additional houses can be built, up to one dwelling per 7,500 square feet. This section can only be used where there are *no other options for subdividing the property*. Other requirements also apply. Permission to develop an additional dwelling is by conditional use permit. In neither of the above two options can the additional dwellings be separated from the parent property by subdivision.

6. ALTERNATIVES FOR THE LARGE LOT AREAS

The staff studied each the identified large lot areas and developed design concepts showing how they might be further developed. The staff developed alternatives that show how the land could both be developed with infill single family homes having direct frontage on a new local street system, ("conventional single family development") and how infill homes could be done by running driveways back to the rears of existing large lots, ("flag lot development"). The essential lesson to be learned from each design approach can be absorbed from the examples illustrated in Figures 39, 40, and 41 referenced in the following paragraphs. The following is a description of the alternative approaches to infill development in Arlington's large lot areas.

a. *Alternative 1: Maintenance of Status-Quo* (Neighborhood Stabilization)

Arlington's large lot neighborhoods have a rural charm that is reminiscent of rural America. For various reasons, perhaps including the lack of a viable use for the extra land and the age of some of the houses, as some of the properties are in a deteriorated condition. Adding more density could worsen conditions if it increased absentee ownership.

This alternative calls for leaving densities as they are and addressing existing pockets of decline through clean-up-fix-up programs, low interest loans, grants, and code enforcement. If this proved successful, it would even be possible to place these areas in a restricted zoning category with a larger than average minimum lot size. Doing this could have a stabilizing effect by reducing speculative ownership for the purpose of future subdivision.

Under this alternative, it would still be possible to add houses, using the Granny Flat and deep lot provisions of the Zoning Code. These would allow owners to make greater use of their properties.

b. *Alternative 2: Conventional Single Family Subdivision*

Conventional single family subdivisions could be incorporated into the large lot areas by running a street system down common rear property lines. Under this concept, the vacant rear portions of existing lots would be combined and resubdivided into new lots served off a new street system. While, this is easily the best "design" solution, it is the most problematic of the alternatives, as it would require a great deal of cooperation by a large number of property owners. The minimum acceptable project size would tend to be dictated by economies of scale and the need to create a logical unit of development. Using these criteria, the staff determined four acres would be the minimum practical project size. Generally, the street system of a conventional infill subdivision would have to be somewhat "substandard" in width, probably about 50 feet of right-of-way, versus the current 66 foot City standard. This would be in character with Arlington's existing streets, however, which are typically 50 to 60 feet wide. Figure 39 shows an example of how a large lot area could be resubdivided into more-or-less conventional lots. This concept would apply to other large lot areas in a similar fashion.

Another way to achieve a conventional subdivision would be to remove all or a portion of the existing residences and do a complete resubdivision of the land. This would be problematic, however, because of the expense and uncertainty of assembling enough land in one area to do such a development. Another problem would be the loss of the dwellings that are an important part of the existing character of Arlington. This approach is usually not economically feasible unless a significant density increase can be realized. Several apartment and planned residential development projects have been done on this basis in Arlington. Figure 40 shows a planned residential development built in Arlington by assembling and redividing several lots. PRD's have been constructed in other areas of Arlington in a similar fashion.



Figure 39

ARLINGTON COMMUNITY PLAN
Example of Conventional Subdivision Development

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ARLINGTON COMMUNITY PLAN

Example of a Planned Residential Development

c. Alternative 3: Flag Lots

A flag lot solution would be the easiest to carry out. A “flag lot” is a lot behind a lot, with access provided through a “panhandle” driveway. This type of development could occur with as little as one property owner, or it could involve two adjacent property owners. If one property owner had enough land to provide a driveway to the rear of his or her lot, one lot could be divided into two lots. Two adjacent property owners could also cooperate, with each property owner providing a portion of the land needed for a driveway to create a lot behind both owners’ properties.

To accomplish either approach, variances would be necessary from the zoning code’s street frontage requirements. It would be important that any new residence be developed with adequate setbacks from all property lines. While there would be reduced street improvement costs, utility extensions could be more expensive, due to the distance from the street to the house. Figure 41 shows how flag lots could be applied with the cooperation of two property owners.

In general, the staff does not consider flag lots a very desirable form of development. When homes are situated one behind the other, it is more difficult to provide police patrol, fire protection and other public services. Access for others is a problem as well, especially for those not familiar with the arrangement of homes, as the rearmost home is not visible to the street. These types of houses also tend to be less marketable as owner occupied dwellings. It is for these and other reasons the staff believes the reduced density that would result from two property owners cooperating in the creation of one lot would be the better approach.

7. ECONOMICS OF LARGE LOT INFILL DEVELOPMENT

To gain a better understanding of the feasibility of infill development in large lot areas, the City hired real estate economist Douglas Ford to examine the development costs and market for infill homes. Two scenarios are examined. One is a flag lot scenario and the other is an infill subdivision. Both scenarios are for *ownership housing*. Economic analyses were not done for Granny Flats or non-ownership deep lot infill housing as allowed by the zoning code. The following is a description and analysis of the economic feasibility of the two ownership infill scenarios.

a. Development Scenarios

The development scenarios examined for feasibility are as follows:

Scenario One, Flag Lot: Development prototype is a 1,500 square foot, 3-bedroom, 2-bath home on a large, 14,000 square foot lot. The lot is formed from the rear portions of two adjacent, excess-depth lots. Access is provided by a driveway extending between the two



original lots.

Scenario Two, Infill Subdivision: This development is a 19-lot subdivision containing 7,200 square foot lots, served by a new local street. The 19 units are a mix of five, 1,200 square foot (3-bedroom, 2-bath) homes, nine 1,500 square foot (3-bedroom, 2-bath) homes, and five 1,800 square foot (4-bedroom, 2.5-bath) homes.

b. Methodology

The consultant examined feasibility of the two scenarios by first making determinations of achievable dwelling unit sales prices and then deducting the estimated development costs. The result, a calculation of residual land value, represents the land price supportable or feasible under the development assumptions used. Negative, or very low residual land values indicate infeasible projects. The ability of a scenario to support a land price equal to or greater than the cost of acquisition is the test of feasibility. The residual land value calculations for both scenarios are shown in Table 18.

c. Sales Prices

The economist determined, through discussions with real estate professionals, that a land price of about \$1.50 per square foot is supportable in the current market. Sale prices for the scenario homes were derived by examining sales prices of new home subdivisions in the Riverside area. The sales price for the flag lot home was determined to be \$127,500 per home, or about \$85 per square foot. The sales price for the infill subdivision home was determined to be \$120,000, or about \$80 per square foot. The higher price for the flag lot home was based upon the larger 14,000 square foot lot size. The pricing for the infill subdivision is an average of the three unit types - 1,200 square feet @ \$85; 1,500 square feet @ \$80; and 1,800 square feet @ \$75.

d. Development Costs

Table 18 includes a breakdown of the development costs for each scenario. The following items are included in this analysis:

Site Improvements: These costs include grading, demolition, utility services, driveway, and limited fencing and landscaping.

Direct Construction: Includes standard, entry-level quality of construction and finish, with air conditioning and contractor's profit.

Financing: Includes costs of land and construction financing and mortgage placement.

Soft Costs: Includes costs of marketing, closing, warranty, and job overhead.

Fees: Includes processing fees, impact fees, and certain offsite infrastructure costs. Fees for the flag lot were estimated at \$35,229. The infill subdivision fees totaled \$20,540 per home. The economists found that the fees for the infill subdivision are about the same as the fees of other communities. The flag lot fees, however, were found to be significantly higher than typical of this sort of development. The following is a comparison summary of costs:

TABLE 18

BASELINE ASSUMPTIONS

City Fee Estimate – Current Market Sales Pricing

<u>Development Prototype</u>	<u>Scenario 1</u> <u>Flag Lot</u>		<u>Scenario 2</u> <u>Infill Subdivision</u>	
Lots	1		19	
Land Area	14,000 SF		7,200 SF	
Dwelling Unit Size	1,500 SF		1,500 SF Average (2)	
Sales Price (1)	\$127,500	\$85.00 /SF	\$120,000	\$80.00 /SF
<u>Development Cost Components</u>				
Site Improvements (3)	\$10,000		\$12,000	
Direct Construction	\$42.50 / SF	63,750	\$42.50 / SF	63,750
Financing	7.5% of Sales	9,563	7.5% of Sales	9,000
Soft Costs	12.5% of Sales	15,938	12.5% of Sales	15,000
Subtotal	\$99,250	\$66.17 / SF	\$99,750	\$66.50 / SF
Fees (4)	35,229	\$23.49 / SF	20,540	\$13.69 / SF
Total Costs	\$134,479	\$89.65 / SF	\$120,290	\$80.19 / SF
Land Price Residual (5)	(\$6,979) (\$0.50) / SF		(\$290) (\$0.04) / SF	

Footnotes:

- (1) Based on adjustment of sales price sample of new and existing homes in area.
- (2) Average of mix of unit types provided by City.
- (3) Site improvements estimates exclude some items contained in City fees.
- (4) Fee estimates provided by City staff.
- (5) Land Price indicated is price "affordable" or "feasible" under assumptions shown.

	<u>Development</u>	<u>Development Plus Fees</u>
Flag Lot:	\$66.17/square foot	\$89.65/square foot
Infill Subdivision:	\$66.50/square foot	\$80.19/square foot

e. Feasibility Results

Table 18 indicates the development scenarios are *not* feasible at this time. The residual land prices are -\$6,979 for the flag lot scenario and -\$290 for the infill subdivision. The overall feasibility shortfall is primarily the result of a depressed market in this area. Housing prices are about 25% below prices typical in 1990. While 1990 prices may have been artificially high, current prices are below actual production costs in many cases.

The economists found that the fees for the flat lot alternative are an additional problem. The level of flag lot fees accounts for virtually all of the negative residual land price shown in Table 18. The largest element in higher fees for the flag lot is electric fees - \$17,000 compared to \$3,263 per unit for the infill subdivision. This difference accounts for almost \$14,000 of cost difference. The economists further found that Public Works and Planning fees for parcel map processing are significant and a disincentive for flag lot development.

f. Modified Approach

The proposed scenarios could be made *economically* feasible by a combination of a modest *increase* in market price coupled with a modest *decrease* in fees. Table 19 shows the results of these modifications. An increase in market prices of 10% is reasonable in the foreseeable future and forms the “market” portion of the modified scenario. The reduction in city fees is detailed in Table 19. If the assumptions of this table come to fruition, it indicates the long term viability of profitable infill development.

The profitability of infill development is based upon purely economic considerations, however. There still remains the *practical obstacle* of assembling land for resubdivision. The flag lot concept only requires the cooperation of two adjoining property owners and is more practically feasible. The infill subdivision requires the cooperation of multiple property owners and would be unlikely to occur without a corporate entity interested willing to assume the task of property acquisition or government acquisition of property. The first alternative is not likely to occur without considerable profit incentive. The latter alternative is unlikely to occur under present redevelopment policies and realities.

8. OCCUPANCY CHARACTERISTICS

To gain a better understanding of factors that might affect the stability of Arlington’s large lot areas, the staff looked at the absentee ownership and age characteristics of these areas. Generally, single family residential neighborhoods are more stable when owner occupancy is high. Above average percentages of absentee ownerships can contribute to the decline of an area. Population age, while

TABLE 19

REVISED ASSUMPTIONS

Revised Fee Estimate - 110% of Current Market Pricing

<u>Development Prototype</u>		<u>Scenario 1</u> <u>Flag Lot</u>		<u>Scenario 2</u> <u>Infill Subdivision</u>	
Lots		1		19	
Land Area		14,000 SF		7,200 SF	
Dwelling Unit Size		1,500 SF		1,500 SF Average (2)	
Sales Price (1)	110%	\$140,250	\$93.50 /SF	\$132,000	\$88.00 /SF
<u>Development Cost Components</u>					
Site Improvements (3)		\$10,000		\$12,000	
Direct Construction	\$42.50 / SF	63,750		\$42.50 / SF	63,750
Financing	7.5% of Sales	10,519		7.5% of Sales	9,900
Soft Costs	12.5% of Sales	17,531		12.5% of Sales	16,500
Subtotal		\$101,800	\$67.87 / SF	\$102,150	\$68.10 / SF
Fees (4)		20,000	\$13.33 / SF	20,540	\$13.69 / SF
Total Costs		\$121,800	\$81.20 / SF	\$122,690	\$81.79 / SF
Land Price Residual (5)		\$18,450 \$1.32 / SF		\$9,310 \$1.29 / SF	

Footnotes:

- (1) Adjusted to 110% of previous pricing.
- (2) Average of mix of unit types provided by City.
- (3) Site improvements estimates exclude some items contained in City fees.
- (4) Fee estimates provided by City staff - Flag Lot fees reduced to \$25,000 / DU.
- (5) Land Price indicated is price "affordable" or "feasible" under assumptions shown.

not an indicator of decline, is an indicator of potential transition. An older population would predict the likely transition of an area as people die or move to retirement quarters. Homes may be sold, rented or inherited by family. Whether these changes result in decline or improvement, cannot be predicted. It is clear, however, that an aging population is a precursor to change.

The following table summarizes the characteristics of each area and the overall character of all areas combined. Ownership data was taken from current assessor records and is, therefore, up-to-date. Data for age and household size, on the other hand, were taken from 1990 U.S. Census block data. This data is limited in two ways. One, it is six years old and therefore does not necessarily reflect existing conditions in a detailed sense. Second, the blocks that form the boundaries for the data are not the same as the boundaries of the large lot areas. In all cases, the block data is for larger areas than the size of the large lot areas themselves. That said, staff still believes the data is reasonably representative of the characteristics of Arlington's large lot areas.

TABLE 20: OWNERSHIP AND POPULATION DATA

Population Characteristic	Large Lot Areas	City Wide
Absentee Owned:	27.5%	19.0%
Age 18 & Under:	25.5%	30.7%
Age 65 & Older:	11.0%	9.0%

a. Absentee Ownership

The absentee figures for Arlington's large lot areas are high compared to the citywide average of 19 percent single family renter occupied units. Overall, absentee ownership is 27 percent among all the large lot areas. Area 2 has the highest absentee ownership at 55.5 percent. This area, which has the largest lots of all the areas, is probably being held by owners intending to subdivide the land at a future date. Area 3 has the next highest absentee ownership at 37.5 percent. Areas 4, 5, and 6 are also above the city average at 25.0, 23.5 and 22.2 percent respectively. Only Area 1 is close to the city average, at 20.5 percent. While not a part of the above table, a cursory review of the assessor records reveals many of the absentee owned properties have changed owners or ownership status within the past 15 years. This high level of absentee ownership and a large amount of recent turnover reflect an area in transition.

b. Population Characteristics

Overall, Arlington's large lot areas have fewer younger residents and more older residents than the citywide averages. The 1990 census shows 30.7 percent of Riverside's population to be age 18 and under, whereas in the large lot areas only 25.5 percent of the population was under 18 at that time. Persons 65 or older constituted 9 percent of the population citywide, whereas in the large lot areas the 1990 census showed 11 percent to be in that age category.

Within individual large lot areas, the figures vary widely. As might be expected, the areas with the highest numbers of older people also have the lowest numbers of younger people. Area 1 had the oldest population in 1990 with 20.3 percent age 65 and older and 24.3 percent 18 and younger. Area 6 was second oldest, with 16.3 percent age 65 and older and 25.5 percent age 18 and younger. Areas 4 and 5 had the youngest populations with 32.1 and 35.3 percent age 18 and younger and only 4.2 and 7.8 percent age 65 and older. Areas 2 and 3 were somewhat older than the citywide population, with 12.2 and 12.9 percent age 65 and older, and 27.5 and 25.2 percent age 18 and younger.

Clearly, some of the large lot areas are either in the process of transition, or can be expected to enter this process in the near future. Area 1 with its older population will probably be entering a period of property sales and transfers. Areas 4 and 5, with their higher percentages of younger residents and very low percentages of older residents, have probably gone through a transition recently.

9. CONCLUSION

There is, indeed, a considerable amount of land in Arlington's large lot areas that could be further developed. Most of it is marginally accessible and divided into so many increments that there are significant obstacles to any further development.

Arlington's large lot areas are also areas of above average absentee ownership. Age characteristics show that at least three of the large lot areas are either about to, or have recently gone through a transition from an older to a younger population. These ownership and population characteristics would suggest areas of weakening roots and changing population. These conclusions are further supported by physical evidence of decline in property maintenance.

Assuming PRD's are to be avoided, conventional single family development is the only other way to add density to Arlington. The alternative of doing conventional infill subdivisions would be the best form of infill, but it is very impractical, and would be difficult to achieve on a large scale. The potential for land to be cleared and redeveloped is dependent upon market forces sufficient to make the cost and complications of incremental purchases, demolitions, and redevelopment worth it in terms of return on the dollar. Single family development on conventional lots may not provide the return necessary to attract investors. Increased density might overcome this obstacle, however, the impression from the Community is that this sort of development is not favored. Government-sponsored redevelopment is unlikely to occur since a redevelopment area consisting of many single family homes would not be cost effective.

Flag lots offer a more feasible opportunity for further development, however, there are disadvantages to this form of infill. A home on a flag lot will not tend to be as attractive to an owner-buyer as it is an odd form of development and would not likely compete well with conventional homes having street frontage. Also, in an area which already has an above average percentage of absentee ownership, sanctioning flag lot development could encourage more investor-owners to build additional units as rentals.

The least problematic alternative would be to concentrate on stabilizing and improving Arlington's large lot areas and to defer, perhaps indefinitely, the large-scale addition of density for new homes. If it is the community's desire, it could remain a large lot area well into the future. Or, it could be allowed to transition to smaller lot single family at such time as economics would allow the redevelopment of the land.

10. RECOMMENDATIONS

The staff recommends Arlington accept its large lot areas as part of its heritage and concentrate on stabilizing these neighborhoods rather than looking for ways to add density. To accomplish this we recommend:

- a. Request the Development Department and Code Compliance Division to survey Arlington's residential areas, including its large lot areas, and target residences showing signs of decline for property maintenance programs.
- b. Explore the possible funding of a targeted home improvement program for Arlington, using "20% set aside" funds or other sources of funding.
- c. Explore the establishment of an infill single family home incentive program that would include reduced city fees, less stringent development standards, and other means to reduce the obstacles to infill development.
- d. Reexamine the fee structure for small scale infill development.

CHAPTER 7

IMPLEMENTATION ACTION PLAN

This plan addresses several areas critical to the future of Arlington. There are numerous recommendations the implementation of which ranges from easy to very complex. This chapter establishes a broad framework for breaking this complex task into a compact strategy that can be used to effectively focus the Community's energies.

1. A FIVE-PART IMPLEMENTATION STRATEGY

- a. **Implement the Design Guidelines and Land Use Recommendations:** To realize the vision for Arlington, it is essential that the regulations and guidelines are in place to shape the improvements to come. A community's quality of life is preserved or lost *one property at a time*. Every time a building permit is issued in Arlington, the community either comes one step closer to realizing its dream, or one step further away from that dream. The first step toward implementing the Arlington Community Plan is to apply consistently to all development and redevelopment proposals. The design guidelines in this plan are the first "line of defense" against homogenization and loss of community character. For these to be effective, they must be applied consistently. Making exceptions will tend to weaken their effect and, even, undermine the whole plan. Another part of this implementation measure is implementation of zone and general plan changes as recommended in this plan.
- b. **Create a Business Improvement District:** Redevelopment alone will not rescue Arlington's ailing commercial district. Another important component is an organized business community with a vision. A BID would generate further funds for improvements throughout Arlington's business district. A BID can also be an important catalyst in focusing the energies of the business community toward implementing the recommendations of Kennedy Smith's economic study.
- c. **Focus Redevelopment Funds on the Village of Arlington Area:** Now that Arlington's Redevelopment Area has been expanded, it is important that priorities be set for the use of the resulting funds. While there will be many competing uses for this money, the revitalization of the Village area needs to be strongly emphasized. The Village is the core of Arlington's heritage and image. Redevelopment successes here would have significant "multiplier effects" that will be both high profile and that will encourage spending of private dollars, both in the Village and elsewhere in Arlington.

- d. **Form an Implementation Task Force:** It is not unusual for good plans to sit on the shelf after adoption. To avoid this in Arlington, the City Council should form an implementation task force of individuals fully supportive of the Arlington Community Plan and dedicated to its implementation. This would not necessarily be the same as the existing Arlington Community Committee but the existing Committee would, undoubtedly, be a source of members.
- e. **Implement Small Project Immediately:** To get the energy going in Arlington, the community should choose a relatively small, but visible project to show that it is *doing something*. Examples would include entry signing, the Magnolia/Van Buren intersection improvements, colorful banners, tree plantings, a facade paint-up-fix-up program, and the like.

2. CONCLUSION

Arlington is a unique and historic place in the Riverside community. Its decline has been caused, not so much by intrinsic problems, as it has been the result a natural result of changing times. Every urban form goes through cycles of birth, growth, prosperity, decline, and rebirth. Arlington is on the verge of its rebirth. If the Community and City join hands in promoting and consistently following the vision, goals, policies, and recommendations in this plan, Arlington will regain its prominence in the community and Riverside can restore the gleam to one of its important jewels.

This plan is not a static document, however. For it to be truly viable, it needs to be reexamined periodically to make sure its vision is appropriate and current. As the implementation proceeds, the Implementation Task Force should make adjustments as necessary. The guiding light for any changes should be that they would *further the vision for Arlington*. If it is decided that a new vision is necessary, it should be created through a process similar to that used to create this study.

1 (GP-003-001)

2 RESOLUTION NO. 19858

3 A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF RIVERSIDE,
4 CALIFORNIA, AMENDING THE RIVERSIDE GENERAL PLAN BY ADDING
THERETO THE ARLINGTON COMMUNITY PLAN.

5 WHEREAS on November 22, 2000, the Planning Commission for the City of Riverside,
6 California, conducted a duly-noticed public hearing to considered the proposed Arlington
7 Community Plan and amendment of the Riverside General Plan (Case GP-003-001), determined
8 that approval of Case GP-003-001 will not have a significant effect on the environment, and
9 recommenced to the City Council approval of Case GP-003-001 with certain modifications; and

10 WHEREAS the City Council of the City of Riverside advertised for and held a public
11 hearing on January 9, 2001, to consider Case GP-003-001.

12 NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Riverside,
13 California, that the City Council finds as follows:

14 1. It is in the public interest to amend the Riverside General Plan as more particularly
15 described below.

16 2. The amendment will not have a significant effect on the environment.

17 BE IT FURTHER RESOLVED that the Riverside General Plan is hereby amended by
18 adding thereto the Arlington Community Plan dated January 9, 2001, with all modifications noted
19 by City Council, which document is attached hereto as Exhibit "A" and by this reference
20 incorporated herein.

21 BE IT FURTHER RESOLVED that the amendment adopted by this resolution shall be
22 noted on the appropriate General Plan maps previously adopted by the City Council.

23 ///

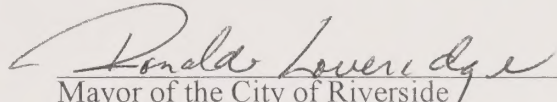
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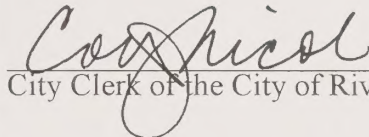
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ADOPTED by the City Council and signed by the Mayor and attested by the City Clerk
this 27th day of February, 2001.


Mayor of the City of Riverside

Attest:


City Clerk of the City of Riverside

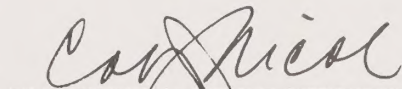
I, Colleen J. Nicol, City Clerk of the City of Riverside, California, hereby certify that the
foregoing resolution was duly and regularly introduced and adopted at a meeting of the City Council
of said City at its meeting held on the 27th day of February, 2001, by the
following vote, to wit:

Ayes: Councilmembers Beaty, Moore, Defenbaugh, Kane, Adkison,
Thompson, and Pearson.

Noes: None.

Absent: None.

IN WITNESS WHEREOF I have hereunto set my hand and affixed the official seal of the
City of Riverside, California, this 27th day of February, 2001.


City Clerk of the City of Riverside

02/15/01
RES\01009501.JD

U.C. BERKELEY LIBRARIES



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